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THE SURVEY

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SO THEY SAY

Nobody hopes for anything from politics.—*Henry Ford.*

You cannot feed people on statistics or ticker tape.—*Mayor La Guardia, New York.*

When it comes to slums we are financing annually a terrible deficit.—*Harold L. Ickes, Secretary of the Interior.*

A large part of American recreation is taken sitting down. —*Henry M. Busch, Cleveland, in Leadership in Group Work.*

If we knew how many chisellers we have [on relief] we wouldn't have them.—*Louise Mumm, Philadelphia County Relief Board.*

The phenomenon of today in every country is the stark patience of the ordinary man.—*Anne O'Hare McCormick in New York Times.*

We have among the "unemployables," if you please, a veritable gold mine of tuberculosis.—*Metta Bean, Wisconsin Anti-Tuberculosis Association.*

The law in its majestic equality forbids the rich as well as the poor to sleep under bridges, to beg in the streets or to steal bread.—*Anatole France.*

Philosophy is a romantic field into which chivalrous young souls must canter out bravely, to challenge the sinister shadows of failure and death.—*George Santayana in The Last Puritan.*

Our citizenry cannot justly complain of the increase of crime as long as they neglect two of the readiest means of prevention—the ballot and the jury boxes.—*Charles L. Tuttle, former U.S. attorney, New York.*

It has long been a grave question whether any government not too strong for the liberties of its people can be strong enough to maintain its own existence in great emergencies. —*Abraham Lincoln, November 10, 1864.*

If we go on as we are with a bottled up government, the weakest in the civilized world, we run the risk of another and greater collapse leading quite possibly to dictatorship or disintegration.—*Lloyd K. Garrison in The New Republic.*

Private social work can advance only as rapidly as the numerous boards, including almost innumerable citizens of various interests, attitudes and points of view, are willing to change.—*Elwood Street, Washington, in The Social Service Review.*

Universities are great in terms of the intellectual quality of their graduates. No one knows or cares what university a hundred years ago produced the fastest runners or the richest men.—*Alan Valentine, president, University of Rochester.*

We shall not change the downward trend of living standards until people again are brought to their senses by the realization that the only security derives from courage, sacrifice, industry, thrift and the Ten Commandments.—*Roger Babson to Sales Executive Club, New York.*

Peace propaganda must find a functional basis if it is to escape from popular stigma as a peacetime hobby of respectable women and become a major task of Americans of every sex, age, interest and belief.—*Harold D. Laswell, associate professor of political science, University of Chicago.*

If we [Resettlement Administration] should establish gratitude in any single householder's heart, I should say we had failed. In an undertaking of the American govermnent every citizen has an equal and cooperative part. He owes no thanks to anyone.—*Rexford G. Tugwell to the Regional Planning Commission of Hamilton County, Ohio.*

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RELIEF—

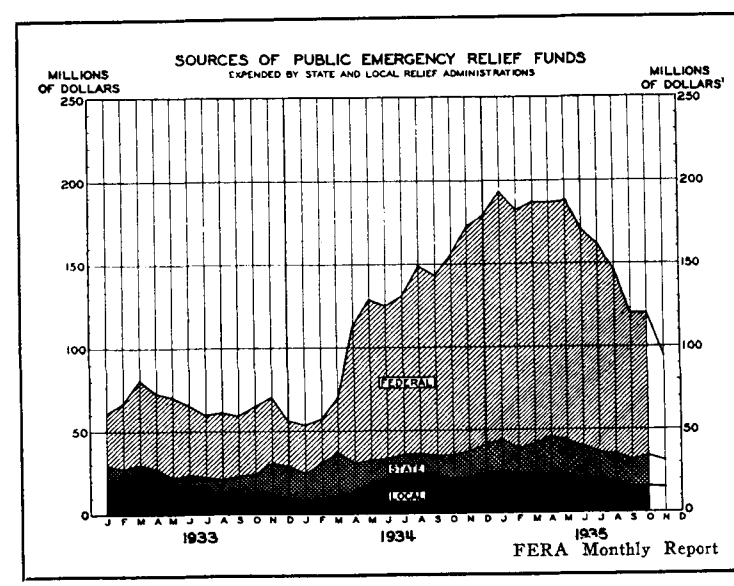
That Problem Child

Omaha World-Herald, Dec. 29

Will He Be Able To Cope with the Big Bad Wolf?

Cleveland Press, January 17

Where Is the Way Out?



FERA Monthly Report

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THE SURVEY

MARCH 1936

VOL. LXXII NO. 3

Nothing Short of the Nation

By GERTRUDE SPRINGER

Only federal aid, say the social workers of the country, can prevent the disintegration of unemployment relief and new and needless depths of suffering. Their recommendations.

"IT IS imperative that we again speak authoritatively about those things we know to be true." For three days in mid-February, delegates to the annual conference in Washington of the American Association of Social Workers rose to this charge of their president, Dorothy C. Kahn, executive director, Philadelphia County Relief Board. They spread on the record their firsthand evidence of the wake of human misery which is following the abandonment of federal relief. They came worn down by struggles, locality by locality, to fill the gap. They saw this new crisis against an accumulated experience with "hasty and desperate shifts" in relief programs running back over five hard years of depression. They reported that states and counties, with certain honorable exceptions, are taking their cue from the federal government and shifting the relief burden back on communities and townships, "usually the weakest and poorest units." They reported that with federal leadership and funds withdrawn, relief rolls have been arbitrarily slashed, administration costs set by order at as low as 1.6 percent, budgets cut by 50 percent, ". . . no joke in the middle of the worst winter in fifty years." "We are on our way back to dishing out salt-pork and beans." "Where is the reality any longer in talking about the community as sensitive to need or responsive to facts!" "For social workers to think that leadership and resources short of those of the federal government can cope with the burden of human misery existing the country over is to cherish delusion and give aid and comfort to reaction and exploitation."

Through paper after paper, through the discussion which occasionally broke into the formal program, the picture built up—what we started with in 1929 in social organization and public psychology to meet what proved to be a social and economic catastrophe; what the situation is today in public attitudes and in human needs; and what in the light of local resources is the inescapable responsibility of the national government. "Our approach," said Miss Kahn, "is through the single channel of our knowledge and experience as social workers. . . . We have but two questions to ask ourselves: What do we see as the government's obligation to its people at this point in our history? How can that obligation be most effectively discharged?"

THE plan of the conference was thus to present a full canvass of the current situation, and to develop a platform by which the Association, its chapters and its individual members can be guided in their efforts to secure action. The scheme of conference papers was headed toward this end. So were the recommendations of the Association's Division on Government and Social Action, William Hodson, public welfare commissioner of New York, chairman. The platform adopted is a break with the administration's present front on unemployment—a greater break with the blind recoil at public aid in many anti-administration quarters. As an emergency measure it calls for federal grants to the states for general relief for the remainder of the fiscal year. For the next and succeeding fiscal years, it calls for a work program divorced from relief, and for a program of general assistance (not limited to relief for the unemployed) fortified by grants in aid to the states. [See page 69 for the recommendations.]

These principles were not urged without first hearing an exposition of the administration's position, at the hands of Aubrey Williams, deputy administrator, WPA. Mr. Williams found it hard to believe that social workers would reject the WPA as a relief measure. The WPA with its security wage represents, he contended, a long

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struggle to raise the level of relief from a grocery order dole averaging $7 a month per family before the FERA took hold, to the $50 average cash wage of WPA. He admitted a few areas of severe need where federal assistance might have to be given "for a few weeks," but insisted that resources exist in states and communities which have not been tapped. To crack the door to a return to federal direct relief, he held, is to open it to those who believe that the cheapest relief program is the best and to bring back the

> . . . penny-pinching, pantry-searching system. . . . we may anticipate a growing drive to abandon the employment program in favor of a work relief program, and work relief in favor of cash relief, and cash relief in favor of grocery orders. And when we again see the day that the unemployed have only bread lines, soup kitchens, and self righteous charity to thank for their existence, we may well ask ourselves of what we were dreaming when first we yielded the line.
>
> That is why I say to you that the federal government *must* adhere to its principle of giving work and not direct relief to the unemployed. And that is why I believe that those who seek a return to federal relief are flirting with the forces of reaction.

In the critical discussion that followed in and out of the sessions, the delegates clearly broke with this contention. There were those who questioned Mr. Williams' implication that federal categorical relief to the aged, to dependent children, etc. is pure, and federal direct relief tainted; those who challenged what they felt was an understatement of existing need; those who resented being put in a position where criticism of the WPA, as is, allied them with forces for reaction.

THERE were a few appreciative gestures to the New Deal for the beginnings of a long range security program and an occasional kind word for one or another aspect of the WPA program as a dam against human misery. But these social workers were concerned not with the engineering principles of the dam but with plugging the present and potential holes in it. The Social Security Act, they said, without teeth for setting standards in its categories, permits aid at old poor law levels. It is wholly ineffective to accomplish its avowed purpose without the underpinning of provisions for general public assistance for those who fall outside its present limited scope. To accept the WPA as the answer to federal responsibility for the needs of the unemployed is "to ignore fact in favor of fancy . . . to ignore the people in favor of the program." The social workers want work for the unemployed, but they want relief also, and the two, their experience indicates, do not mix. Warned as to the possible cost of such a program as they proposed—$9 billion a year was Mr. Williams' guess—they registered neither surprise nor pain. That some of the weaknesses of the Social Security Act could be strengthened by effective state action, that some of the sins of WPA were due to state and community lethargy came in only as by-the-way. Responsibility for past failure no less than for future performance was all laid on Uncle Sam's doorstep.

In the two previous Washington conferences of the Association the delegates had devoted themselves to examining their own thinking on the social problems at the base of their professional activity. This year the emphasis was shifted to an examination of what they are thinking about right now, and that, no one would deny, is relief—the realities obscured by "cultural myths," the piled up efforts to help, "efforts usually earnest, sometimes thoughtful, often hysterical, dramatic, ill-conceived and futile." Most of the 264 representatives of chapters, association committees and national organizations went to Washington with a lot of urge for action on their chests which they hoped to get off. They were restive under the long succession of papers, however able. They already knew, to their own satisfaction at least, most of what they found themselves listening to; they were reasonably clear on the principles involved. Their urge was to admit all this and move on—how bring these things home and get action. That the platform framers did not, as it seemed to many people, come to grips with the realities of getting it accepted by the many-minded public, by Congress, or even by federal officials, was more freely discussed in the anterooms than on the floor of the meeting.

THE eagerness to discuss was held in leash by the formal program, even though two evenings were designated for discussion purposes. People were fagged; the edge of difference, aroused by a ten o'clock paper in the morning, had been dulled by ten o'clock at night. The discussion was desultory, topics were raised and pushed aside before clarifying currents of thought had been directed on them. Take, for example, the professional unpopularity of social workers—freely admitted on all sides. "If the social workers come out for anything it's as good as lost." "Our few friends in the legislature have advised us to stay away if we want to get anything done." But there was no thorough-going scrutiny of what lies behind the popular disparagement of the social workers as experts; and but little examination of ways and means by which their experience could better register.

On the whole there seemed general weariness with wing-beating against forces which were indifferent to social workers' reiterated testimony of misery. This was part of what seemed, as the meeting rolled on, a general denial of the old social work standby, the community, as a source of strength in any program, present or future, designed to meet human need.

When it came to the federal government, here again, reflected in papers and in discussion, were indications of a cleavage between the professional social work body and the administrators on whom they would rest responsibility. There was a "we" and "they" attitude.

So far as the chapter delegates were concerned this was a young conference, with many of the elder statesmen of social work conspicuously absent except as they represented national agencies. The insurgents seemed less in evidence than in the Association's previous conferences, perhaps because of the formal arrangement of the program. Twenty-five prepared papers in five sessions are, it must be admitted, discouraging to voluntary expression—even of protest. Perhaps too the program as a whole was sufficiently protestant to satisfy. Certainly no one could say there was much illusion or back-patting in it. Everyone who contributed a paper, by sticking to his assigned subject helped to realize the Association's purpose of presenting a full length appraisal of where we are and what we have as a direction finder for the course we must go. How well this purpose was realized was indicated by the practical unanimity with which the platform, proposed at the final session, was adopted with little debate of its principles

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The AASW Platform

THE definite proposals for a federal work and relief program, adopted by the Delegate Conference of the American Association of Social Workers, were presented as the recommendations of the Association's Division on Government and Social Work, William Hodson, chairman. They were prefaced by a summary of the reasoning by which the committee developed the principles embodied in its conclusions. As an emergency measure the AASW urges federal grants to states for general relief and care of transients for the remainder of the fiscal year, these grants in addition to the present WPA program and other forms of assistance. For a continuing work and relief program for the next and succeeding fiscal years it recommends the following principles as a guide to legislative implementation:

Work

WE advocate an employment program designed to offer work to as many as possible of those who are unemployed and able to work. This program should be based on the following principles:

It should be entirely divorced administratively from the relief program.

The only projects to be continued or developed should be those which offer genuine work with material usefulness or cultural values and which are suited to the capacities of those to be employed.

The number so employed shall be conditioned upon the number of genuine jobs available, rather than upon pressure to put a maximum number to work at a given time.

The work shall be made available to any person who is not working, and who is seeking to enter employment, and who possesses any of the skills and capacities, which can be utilized by work projects.

Work shall be paid for at hourly rates of wages equal to those prevailing for similar work in the locality or to the union scale of wages where such scales have been developed. It is intended that a rate of compensation should be such as to provide the individual at least the minimum necessary for the maintenance of a decent standard of living for himself and his dependents.

Conditions of work in employment projects should not be less favorable than those obtaining for similar work in private employment, and should in all cases be in conformity with state, legal, and trade union standards for health and sanitation.

The relationship of the public employment administration to any individual worker shall be considered the relationship of employer and employe, and all workers on these projects should have the same rights of organization and collective bargaining which are exercised by workers in private employment.

Compensation for all injuries sustained in course of employment on any federal work project shall be provided under the Federal Workmen's Compensation Law, and for civil employes and for those on state work under state workmen's compensation laws.

General Assistance

CONGRESS should set up a plan for grants-in-aid to states for general assistance to families and persons in need, and for transient care. Authority to make such grants should be lodged in one of the regularly established departments of the federal government, closely allied to related governmental services.

The grant-in-aid system to comprise:

Initial basic grants to all states, fixed either at a small proportion (perhaps 25 per cent) of their total expenditures for relief, or upon some simple basis such as per capita of population.

Equalization grants, designed to balance the disparity between states in wealth and income on the one hand and needs and liabilities on the other hand.

Such grants should be made by a Federal Board of Allocation and Review, which should be divorced from administrative responsibility, and should have the following major functions:

Fixing the general conditions under which all grants are to be made under the terms of the law, including minimum standards as to adequacy of relief, personnel, and administrative setup.

Holding public hearings for the determination of the grants to each state, in which both the federal relief authority and the appropriate state authority shall present their facts and proposals.

Hearing and determining questions from the states or the federal relief authority concerning the interpretation or modifications of the terms of a grant.

Beyond the fixing and interpretation of basic terms, the actual administration of the funds thus granted should be left entirely to the states.

Relief should provide at least a minimum necessary to maintain life, health, and decency, sufficient to purchase under local conditions and price variations the elements of a standard budget.

As an effective system of employment offices would be required for the works program and for the registration required by relief families, the NRS . . . should be continued and strengthened.

The AASW urges this program of the establishment of federal grants to states for a general assistance program as a practical and feasible way of marshalling present forces to meet a present crisis, to create a basic national assistance program through cooperation of the federal, state, and local governments, and to prevent continued suffering and the threatened disintegration of the foundations of such a service as we have begun to build.

The Rank and File Convention

THE second annual convention of rank and file groups in social work was held in Cleveland, February 22-23, under the leadership of their National Coordinating Committee, Jacob Fisher of New York, chairman. The delegates from fifteen cities, chiefly eastward from St. Louis, represented membership of about 12,000 among twenty-nine employe organizations. This representation indicates a considerable growth from a year ago when the first convention, held in Pittsburgh, recorded membership of 8200 in eleven cities.

The formal opening of the convention included "Greetings from Fraternal Delegates," among them the Workers Alliance of America and the National Unemployment Councils. The five sessions of the meeting were devoted to consideration of organization policies and program and to the discussion of two major topics, Personal Practices in Social Agencies, and The Social Work Employe and Social Action.

The subject of personnel practices was broken down into four round-table discussions: education and training for social work, the campaign for civil service, the problems of workers in private agencies, and the fight against

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layoffs and the tactics used by protective organizations. One of the most popular of the round tables, in attendance at least, was the one on education and training, led by Joseph Levy of Chicago, with Bertha C. Reynolds of the Smith College School of Social Work participating. A rank and file platform on personnel practices will be developed from the reports of the round tables and from a report presented by a committee of the Chicago group. Planks which are certain of endorsement are: civil service status for employes of public welfare agencies, a training program at agency expense and on agency time, and the recognition of the right of collective bargaining.

In regard to social action the convention accepted in large part a report presented by a committee of the New York group. This report reviewed "the tragic situation created by the ending of federal relief" and the stake of the social work employe therein. It discussed "deficiencies and limitations which are basic and inherent" in the federal work and relief policies and in the Social Security Act and outlined "the alignment of progressive and reactionary forces in the struggle for security." As a program of immediate action it proposed, and the convention agreed, to support the Workers' Social Insurance Bill (Frazier-Lundeen Bill, see page 74), and the Federal Relief and Works Projects Standards Bill (see page 78).

Affirming that ". . . social work employes have slowly swung to a point of view which recognizes a mutuality of interest between the rank and file as workers, and industrial workers, unemployed farmers and professionals," the New York committee urged study of means of cooperation with a political movement or party, growing "out of the needs of the masses of workers and farmers" which would rally the support of "trade union members, the unemployed, professionals, liberals, progressives, radicals, socialists, communists, Townsendites—all who are dissatisfied with the present order of things and seek progressive change."

In organization policies, attention turned on affiliation with established trade union bodies. Observers noted a much more active drive in this direction than existed a year ago. Two groups, workers in the transient bureau in Baltimore and the Social Workers Council in Minneapolis, have been granted, it was announced, probationary charters from the American Federation of Government Employes, an affiliate of the AF of L, and groups in Chicago, Philadelphia and New York are seeking charters. The general desire seemed to be for AF of L affiliation on industrial union lines. A special committee was authorized to promote and coordinate efforts in that direction and to bargain for terms of membership in the AFGE. At the present time there seems to be no established machinery by which organized groups in private social agencies may gain AF of L status. Meantime the rank and filers propose to cooperate actively with the American Association of Social Workers, the organized unemployed and other labor and social work organizations in furtherance of programs of action.

While the movement toward formal unionization is developing, the conference agreed not to reorganize on a national membership basis but to continue group membership as at present under the leadership of the coordinating committee. Jacob Fisher of New York was reelected chairman, Joseph Levy of Chicago and Ralph W. Jones of Philadelphia were elected regional vice-chairmen, and Allen McKenzie of New York secretary and treasurer.

J. Prentice Murphy

THE sudden death of J. Prentice Murphy, in early February, brought shock and sorrow to everyone who had known the warmth of his personality. He was one of *The Survey's* best friends, for twenty years a member of Survey Associates and one of our valued authors. With us, as with his other friends, he never failed of prompt and generous response to any request.

The general health and welfare of children was the cause closest to Prentice Murphy's heart, a cause to which he made a great and lasting contribution. It was fifteen years ago that he came to head up the new Children's Bureau of Philadelphia, after his experience as director of the Boston Children's Aid Society. There was a saying in both cities that where Prentice Murphy was, there you could count on good work for children. But his interests ranged wide—a "clean, broad, deep and kindly understanding of the most important social problems in American life today." Typical of this was his article, America on the March [*Survey Graphic,* March 1933], which grew out of his personal investigation of the plight of the bonus marchers driven out of Washington. Another example, following a trip to the Pacific, was his article, Hawaii Needs a Friend [*Survey Graphic,* April 1932], in which he turned his keen, discriminating judgment on the race relations behind public excitement over a sensational murder trial. Indicative of the kind of human being Prentice Murphy was is the note with which he acknowledged the modest payment offered him for that article:

> I do not like money enough to take anything for the article on Hawaii. I have a feeling that it should be a gift to the cause of better understanding. I very much appreciate your desire to compensate me, and thank you for sending a check but I herewith return it.

Katherine F. Lenroot, chief of the U. S. Children's Bureau, spoke for all social workers when, at the recent meeting of the American Association of Social Workers in Washington, she said:

> To work for children and for mothers in need of special help Prentice Murphy brought rare insight, sympathy, and courage. He never allowed immediate problems, however, to obscure the broader social issues involved. He was a master, never a technician, in the art of dealing with human problems. He greatly served the National Conference of Social Work in many capacities, and was to have been its president in 1937. He was one of the founders and leaders of the Child Welfare League of America, and he took an active and important part in the development of federal services for the welfare of children and in promoting sound cooperative relationships between the federal government and the states. To public welfare service in his own state of Pennsylvania he gave courageous, self-sacrificing and far-sighted leadership during periods of transition and great difficulty. His life and spirit are deeply engraved in the child welfare services of the country. . . .
>
> In all areas of social service he gave to the utmost, unsparing of time and strength. He felt that to live fully was better than to live long. Not the least of his contributions to social work was his devoted and understanding service to fellow-workers burdened with personal or professional problems. He was truly universal in his interests and sympathies, and in his readiness to understand and consider all points of view. Not in sorrow for a great loss, but in remembrance of a great spirit, whose concern for human need and human worth will be of lasting influence, do the social workers of America honor Prentice Murphy.

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Government and Social Work

By JOSEPHINE C. BROWN

Administrative Assistant, Works Progress Administration; Former Associate Field Director, Family Welfare Association of America

FOR two years government and social work have been closely associated in a highly centralized relief program. The very size of the job and the speed with which it had to move made it impossible to use local committees and to encourage local participation and understanding as we would have wished.

Now, as the responsibility for public welfare and the administration of relief goes back to the states and localities, our first reaction is one of intense regret mixed with apprehension. What will happen, we ask, with no federal control? But on second thought may it not be, after all, a pretty wholesome thing—to test our performance, to face reality, to find out whether or not social work in the states can stand on its own feet after this two year demonstration.

The question is already being answered in almost every state, in different ways. Of course there are bound to be a few states, but I hope not too many, where the attitude of government toward social work will be unfriendly. On the whole, however, we are discovering a friendliness and cordiality on the part of governors, legislators, city and county officials which is most heartening.

I am convinced that social work in the relief administration, in spite of all the handicaps, has made a mark that cannot be erased. The country is aware as never before of the reality of the needs of great numbers of its people, of the necessity of providing means to aid them and of the definite contribution which social work can make in dealing with the situation. There can be no doubt, in spite of discouraging manifestations here and there, that the public acceptance of social work has gained enormously during these past years. To be sure the public's conception of social work is not that which many of us used to hold, but is our own conception what it was two years ago? If not—and mine is not—what has affected it? What has happened to us? We have learned, and are learning, what public welfare is. I venture to say that we have found it very different from what we thought it was, and that our lesson is not yet over. I, for one, am learning something new every day.

Many people seem to believe that public welfare is private social work paid for by public funds. Because of this, they expect public agencies to be as free as private agencies in developing their programs and in adhering to high standards of personnel and practice. Is this a fair assumption? What are the differences in the conditions under which public and private agencies function?

There are three general factors which directly affect policies and standards of social work: financial support; governing boards or officials; laws and charters or constitutions.

The support of a private agency comes from voluntary contributions—from people who presumably are interested and give because they understand the work of the agency and the value of its standards. These people or their representatives write the constitution, elect the board, appoint the executive, and decide policies. In general, the private enterprise is supported and directed by a relatively small proportion of the whole number of citizens of the community. To the extent to which these few citizens are educated, cultured and progressive, the standards and practice of the agency may be developed to a very high degree of experimentation.

On the contrary, support of public welfare comes from taxes. The conditions under which the money is to be spent are written in a law, policies are made and staff appointed by officials elected by the people. The tax paying and voting citizen, the man in the street, and the elected officials (county commissioners, mayors, aldermen, governors, legislators, and so on) furnish the support and make the rules.

Social workers whose experience has always been in private agencies may understand this theoretically, but it is very difficult for them to realize what it actually means in practice. I told someone the other day that I wondered whether it was possible for a social worker who had not been part of a public welfare administration, who had not *experienced* public welfare, to understand fully what it means.

There are two major lessons which we have had to learn. As private case workers we were taught to think in terms of the individual or family and of their needs. Most of us were far removed from the sources of funds and had no responsibility for providing them. In the Relief Administration we have had to measure constantly the needs, not of one, but of hundreds, thousands, even millions of families—mass needs against total resources—and we have learned of stern necessity to cut our garments according to our cloth.

AS private social workers we had—many of us—a terror of politics, and a distrust for any agency under political control. We were apt to forget that there is often politics of no uncertain character in the private agency world. As public welfare social workers we have learned that there is such a thing as good politics, and a lot of it. We have learned to work with all kinds of people, not only engineers, auditors, statisticians, research workers, educators, but with public officials. We have come to respect the public official and the position of responsibility in which he has been placed by the people who elected him. The fact that a public official does not at once assent to a policy or administrative measure as requested by the public welfare staff does not mean that he himself is not in favor of it. It probably means that he is concerned with the possible reaction of the people he represents. They have elected him and entrusted him with certain responsibilities. If he promotes a program which is far and away beyond their understanding and desires, what will happen? They may throw him out at the next election, and then what? Quite probably a reactionary

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elected to the office with possibly years lost before a sound welfare program can again be promoted. Rather than have the entire program lost, isn't it wiser to go part way with an official who seems a little slow-moving until the citizens, whose hard-earned taxes are being spent, have had an opportunity to learn what it is all about?

In a letter written last spring Aubrey Williams, discussing the political framework in which public social work functions, said:

> This much is not always understood or agreed to; that in public matters one should and must use people who are part of the elective machinery of government. So many people who claim to be advocates of public welfare really want to establish private social work on the payrolls of the government. To my way of thinking that is neither possible nor desirable. Public social work must be done in the arena of elected officials and the sooner the social work profession understands what this means the more likely will they make some solid and impressive advances and accomplishments. There is altogether too general a mistrust of people elected to office. This seems to me neither healthy nor rational in a country which predicates its public affairs on a democracy.
>
> In accepting the general proposition that social work should be a government responsibility, one must also accept the machinery of government which rests upon elected officials. Further than this, public social work must be willing to subject itself to the public scrutiny periodically, just as any elected official does, and this public scrutiny will undoubtedly involve frequent turnovers and cleansings and even the reverse of cleansing processes at times, but the same applies to all our other public institutions from the Presidency on down to the humblest elected constable.
>
> For my part, I believe in public social work and am perfectly willing that it should take the bad along with the good, knowing full well that there will be trying times, and that it will take patience and a skill of the very finest sort to maintain its desirable character—but that is a part of the general proposition.
>
> It may take ten, twenty, or fifty years to establish social work as a public responsibility, alongside of public schools. It will undoubtedly be like all other human endeavors—like a wave. We will have periods when we go out to sea—there will be other periods when we will be at the back of the wave on the rocks—but I think of that as part of the general effort.
>
> We are living in a democracy. When we say "government and social work" we mean "democratic government and *public* welfare." We are in the process of creating a new type of social work and of public welfare. If we are wise, if we are willing to go slowly, to take the knocks, the set-backs, to see through all the conditioning factors, to understand what is back of what appears to be incomprehensible, we will prepare the way for government responsibility for welfare in a far wider sense than that contemplated by any programs at present under way

Social Sense and Mental Hygiene

By HOWARD E. JENSEN

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WHEN mental hygiene appeared on the horizon of social work ten years or so ago, its new light dazzled some of those on whom it fell. They came to insist that social work should be concerned chiefly, if not exclusively, with the emotional problems of people in distress; that social maladjustment is emotional maladjustment. As a result social work sometimes tended toward too narrow an absorption in the client's inner life. Depression hastened a swing of the pendulum which probably would have come in any case. Perhaps now we can begin to see a just balance. Inner strain precipitates many problems of social maladjustment, but so does outer strain. Sometimes the forces of external nature—drought, flood, fire, earthquake—play havoc with man's little world. Sometimes his physical organism is impaired by illness or injury. Sometimes his own culture turns upon him like a Frankenstein and destroys him with depression, unemployment, war, revolution, mobs, riots, strikes. These are not emotional problems of individuals, although they have their emotional implications. They are not due to inner stress, although they may create it on a vast scale.

The place of mental hygiene in social work lies in its contribution to the worker operating in this comprehensive setting of problems created by inner stress and outer strain. Mental hygiene should be a part of the professional training of every social worker to enable her to do intelligently and skilfully what otherwise she must do blindly and bunglingly. The adjustments of persons to one another within the framework of social institutions according to culturally sanctioned patterns are fraught with mental hygiene implications; their handling is a fine creative art. It has been practiced successfully for centuries by ministers, teachers and parents who had nothing to guide them but the keenness of their intuitions and the sensitiveness of their perceptions. Mental hygiene promises to supplement these inestimable but uncertain qualities with the surer insights of science.

The most valuable insight of science is knowledge of our own limitations. Those who have considered the hard road of learning and experience of the qualified psychiatrist and psychoanalyst cannot but marvel at the confidence with which a Miss Fix-it-all, working under her supervisor, Miss Know-it-all, can trace the reactions of her client, Mr. Want-it-all, to an Oedipus complex or to a fixation at the narcissistic stage. If only we would stop to practice our techniques upon ourselves, our families and our staff associates, we would understand better why our efforts to create social harmony frequently precipitate a dog fight!

A real education in mental hygiene first should teach the social worker how to keep hands off wisely. Fortunately, human protoplasm has remarkable recuperative powers. Each of us has sprung from an ancestry, going back to the dawn of man, every individual link of which was strong enough to survive the most destructive conditions of existence until the torch of life could be passed on to other

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hands. Were it not so, we should not be here to comment on the fact. Fortunately, too, the drive toward integration and stability has been great enough in each of us to overcome all obstacles to personality development with some degree of unity and poise. Were that not so, we should be reading these pages in a prison or a mad house. Often the soundest hygiene for both body and mind is to stand aside and give the recuperative powers of nature a chance. The social worker must understand that unwise treatment administered to either body or personality may precipitate the very evils it would avoid.

When psychiatric treatment is necessary the psychiatric social agency, whatever its name, must administer such treatment under the direction of persons with medical training. The position of the social worker in such an agency should be precisely analogous to the position of the physician or clinical psychologist. All are specialists, competent to make certain contributions to diagnosis, and to assume active responsibility for certain roles in treatment.

HOW such a responsibility works out in the legitimate bailiwick of social work is seen in terms of an actual case (cited by Bessie Averne McClenahan, in The Child of the Relief Agency, *Social Forces,* May 1935, page 561):

A prominent Hollywood professional man was obliged to apply for assistance for himself, his wife, and his sixteen-year old daughter, a junior in highschool. The father was in poor health and unable to collect fees owed him. At the time of the first visit, the proud parents informed the visitor that their daughter was an honor student, said by her teachers to be one of the outstanding pupils. Six months later, the daughter's work was in a precarious state. She was failing in one subject and just passing in two others. The financial condition of the family had so upset her that it was impossible for her to study or to concentrate on anything. The child lost weight and became extremely nervous. The mother secured work in the wardrobe department of one of the motion picture studios and was able to assume the family support. Immediately the daughter's health and school work showed improvement.

The contribution of mental hygiene consists in the worker's awareness that here, as in millions of other cases precipitated by the depression, the emotional stresses are a result of social dislocation, not a cause. How does the social worker know that finding a job for the mother will relieve the daughter's tension? This may be obvious to common sense, but it is not so to science. For if the emotional attitudes of the girl are such that she considers a working mother a greater threat to her social status than relief, her emotional tensions will be increased.

The social worker who is consciously utilizing the resources of mental hygiene will not act at random or by routine. She will control the worker-client relationship in such a way that her clients will reveal spontaneously how their experience functions in determining their present attitudes. If she is successful, she will be in a position to predict whether the daughter's precarious state will be relieved or aggravated by finding a job for the mother. Other circumstances may compel the social worker to find a job for the mother anyway, but if she does, she will recognize the further obligations of case work to the daughter. She will discharge this obligation with a view to attaining the case worker's objective of social adjustment, without invading the psychiatrist's field of dealing directly with the difficulties within the personality. She will be aware of the hazards besetting the case worker who ventures upon the latter course.

In the first place, she will hesitate to apply to this girl such terms as emotionally immature, dependent personality, or other psychiatric labels, in a pathological sense. It is true that the girl's emotional state is preventing her from dealing realistically with the situation, but if this be emotional immaturity, few of us are emotionally mature. The freer we are from inner stress, the more resistant we are to outer strain, but few of us can face a serious threat to our status without a more or less severe emotional upheaval. Rational comprehension of the new situation may come quickly, but emotional acceptance is a difficult achievement. Nowhere perhaps, outside of Oliver Warbucks in Harold Gray's comic strip, do men meet sudden reversal of fortune with clear logic.

Second, the competent social worker will avoid the psychiatrist's field because she knows that unskillful probing of the emotional life may precipitate worse conflicts, and the attempt to give insight in terms of psychiatric concepts may result in one of those tragedies of human suffering sometimes seen in those who have been unsuccessfully or unskillfully psychoanalyzed. Competency in such techniques of mental exploration requires years of training in psychiatry and further years of clinical experience such as few social workers can possess.

Third, mental hygiene orientation will provide the social worker with some awareness of the uses and limitations of persuasion. If the emotional problem is superficial, the worker may persuade the daughter to accept the worker's view of the mother's working, but if it is deep seated, no such persuasion will suffice. On the contrary, many adverse reactions may result. She may reject the worker's view intellectually because it is unacceptable emotionally, and thus not only destroy the worker-client relationship, but also be driven further into social isolation. Or she may accept the worker's view as reasonable, but, because she cannot also accept it emotionally, she may become the victim of increasing feelings of anxiety, fear, inferiority, guilt or hostility towards herself. It is a psychiatric commonplace that rational insight without emotional acceptance may result in an increase of confusion, disgust and impotence.

BUT mental hygiene has more to offer than negative counsels. The worker using mental hygiene procedures in this case will assume active responsibility for developing the client-worker relationship so that the daughter will freely reveal her attitudes in the presence of the worker. This is necessary, less in order that the client may understand the girl than that the girl may understand herself.

In all cases of emotional stress, the client's idea both of himself and of his situation is distorted by repressed feelings. As these find release in the neutral atmosphere created by the worker, his conception of both himself and the situation undergoes change, and he is set free to deal with his own problem objectively. A client enters a social agency denouncing the injustice of the economic order, the indifference of the government, the niggardliness of the relief allowance and finally the inefficiency of the worker herself; if the worker does not meet his will with an opposing will which the client feels he must either conquer or submit to, he may return the next week with a matter of fact

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account of his difficulties which furnishes a basis for a practical attack upon his problem.

The worker with mental hygiene training will endeavor to understand in each case, "What emotional significance does this person attach to this experience?" Is the client who accepts the worker's plan without a word of protest a reasonable person with insight into the necessity of co-operation in a world sorely distressed, or is he transferring to the worker a feeling of dependence which he has shown previously in other social relationships? Is the client who is surly and abusive expressing a fundamental trait of his personality, or is he a man badly confused by a succession of catastrophes, overwrought by the fact that for the first time in his life he finds himself incapable of independent self-direction?

Such a worker also will be free from the necessity of satisfying her own emotional needs through her clients. She will not be dependent on their gratitude nor disturbed by their censure. She will understand these attitudes in terms of what they signify in the personal development and social adjustment of those who hold them.

Nor will she permit her clients to satisfy their emotional needs through her. She can not do this and remain the passionate partisan of their growth in security and self-direction. She must use encouragement and sympathy only in such a way as to render her clients independent of the need of them. If on this account certain clients come to say of their case worker, "I hate her. All I am to her is Case No. 11,206," it may indicate immaturity on the part of the client, rather than incompetence on the part of the worker. She must withhold granting them the emotional security they desire to obtain through her solicitous concern, in order that she may not deprive them of their opportunity to become secure in themselves. Her objectivity is not detachment, indifference, apathy, but genuine interest, penetrating understanding, sincere good will, quick responsiveness to her clients' groping efforts. In fact she is more than a friend in that her self-control and her active endeavor to maintain the conditions essential to the development of personality go far beyond what is required in successful human relationships.

Fortunately this view is being taken as a matter of course by a constantly growing body of social case workers. Over the portals of social work they have emblazoned the slogan, "Mental Hygiene, Welcome!" May the motto on the door-mat be equally clear, "No Fads Admitted!"

The Workers' Bill

By BEULAH AMIDON

A NEW Workers' Bill, drawn by the Interprofessional Association for Social Insurance, was introduced in the upper house of Congress in January by Senator Lynn J. Frazier of North Dakota, and in the House of Representatives by Congressman E. M. Lundeen of Minnesota. The proposed measure, though it uses the term "insurance" is not an actuarial scheme but an orderly and adequate program of direct relief to be financed wholly out of federal funds and administered by organized labor. The bill includes six categories of public assistance: aid to the unemployed; to self-employed professional workers, farmers and owners of small businesses; to the disabled; to the aged; maternity benefits; allowances to widows and mothers with dependent children.

The declaration of policy sets forth, in part, that:

> Under modern economic conditions it is impossible for most workers to secure themselves against loss of income due to loss of work, for their earnings during employment are barely enough to provide for more than immediate living expenses. This loss of work . . . is primarily due to the operation of social and economic forces which are beyond the control of individuals, private bodies, or individual States.

The bill therefore declares the policy of the Government to be "that it is in the interest of the general welfare that Congress appropriate funds out of the Treasury of the United States for the establishment and support of a national system of social insurance for the benefit of all workers."

The bill would fix minimum compensation for all those eligible for benefits under its provisions at $10 a week, plus $3 for each dependent; maximum compensation at $20 a week plus $5 for each dependent. No person would be entitled to compensation who received net income from any source of $20 or more a week, plus $5 or more for each dependent. The receipt of income less than this amount would not disqualify for compensation, but such income in excess of $250 a year would be deducted from the benefits payable under the measure. Benefits, pensions, alimony or compensation under any state, federal or private insurance, pension or compensation provision would not disqualify but would be similarly deducted.

The six relief categories are covered thus:

The Unemployed. This would provide for any worker "who is totally unemployed or partially unemployed," a grant equal to the "average weekly wage" paid in his occupation in the district, unless the wage exceed the maximum compensation. An unemployed worker would be no longer eligible for aid if, "without good cause," he refused an offer of suitable employment, though he might not be required to accept a job with substandard wages or working conditions, nor one which required him to join a company union or interfered with his labor union membership. A partially employed worker would receive compensation for the unemployed portion of his time at the same rate he would receive were he jobless.

The Self-employed. Any worker self-employed in agriculture, fisheries, forestry, trade, manufacture or a profession, whose average weekly net earnings did not equal the minimum compensation payable under the bill would be entitled to compensation at a rate to make up the difference between actual earnings and minimum benefits.

The Disabled. Any worker, totally or partially disabled from whatever cause, would be entitled to a grant at the rate provided for the totally unemployed.

The Aged. Any person sixty years of age or over, no

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working and receiving no earnings, would be eligible for minimum compensation.

Maternity Benefits. This would provide unemployment compensation for any woman worker for a "period of maternity," from eight weeks before to six after childbirth.

Widows' and Mothers' Allowances. Any woman not eligible for compensation under the preceding titles who is head of a household with one or more dependent minor children whose father is dead or has divorced, deserted or separated from them, would be entitled to minimum compensation.

Compensation is not to be denied anyone, the bill provides, because of "sex, race, color, religion, length of residence in any district, political opinion, or affiliation or membership in any economic, political or religious organization." A foreign-born resident who had lived in the United States for five years or more and had filed his declaration of intention to become a citizen would be entitled to the benefits of the bill.

The bill would establish a Federal Workers' Social Insurance Commission to administer its provisions. The commissioner and the fifteen members would be appointed by the President, with the advice and consent of the Senate, "from a panel of names submitted by national workers' organizations as persons representative of workers and familiar with national working conditions." A workers' organization is defined in the bill as "any labor or trade union, economic association of unemployed persons, agricultural, cooperative, or other economic organization of workers. . . ." A workers' organization is national in the meaning of the bill if it has "members residing in three or more states." The bill would fix the salary of the commissioner at $5000 a year, and his tenure at three years. For administrative purposes the country would be divided into regions and districts with local offices, secretaries and committees. Only members of "national workers' organizations" would be eligible for appointment to any of these positions. Technical and clerical assistants to the Commission and the committees would be under civil service. Compensation for members of the Commission and for the regional and district committees would be fixed, not on a salary basis but only for time actually devoted to their administrative duties, and at the rate at which they would receive compensation as unemployed workers.

The bill would set up a Social Insurance Fund with an initial appropriation of $5 billion "out of any money in the Treasury of the United States not otherwise appropriated." The Commissioner would be responsible for estimates to the President and Congress of the expenditures and appropriation to carry forward the provisions of the bill during each fiscal year, and this estimate would be included in the annual budget of the United States. The declaration of policy defines the basis on which the Social Insurance Fund would be maintained:

> The costs of the system must be a primary charge on the national wealth and must be regarded as a component element of the budget of the federal government to be provided for out of the national treasury. Any additional costs necessitated thereby should be derived by suitable revenue legislation from high incomes, corporate surpluses and other accumulated wealth, and should not be placed directly, by payroll taxes, or indirectly by sales taxes, upon the workers of the United States whose standard of living Congress hereby seeks to protect.

Housing Under Capitalism

By ALBERT MAYER

Associate Principal Architect, Resettlement Administration

YOU can't get housing under capitalism—you can get poignantly worded speeches, you can get millions of dollars on paper—but note, after three years of government antics practically no housing, and none for what might reasonably be called the low income groups. Furthermore, with General McCarl's recent ruling as to the invalidity of certain of PWA's partial grants [see page 88], and with the proposed changes in Senator Wagner's original bill which make its usefulness for public housing almost negligible, even the most optimistic must feel that housing is getting nowhere.

But the problem goes deeper—and here instead of explaining my contention in detail I would refer you to a pamphlet, Housing Under Capitalism by Sidney Hill (International Pamphlets, 799 Broadway, New York).

Mr. Hill deals with housing under the New Deal, and under capitalism generally. He does a first-rate job of clarifying the functions of the aggregation of national housing agencies and so-called housing agencies in Washington. As he shows, while the constructive agencies were starved for money and encouragement, huge government funds—$7 billion—were used to bail out sour mortgages of banks, insurance companies and other lending institutions; the Federal Housing Administration was created to ballyhoo the ballyhooable into building houses on which FHA could insure mortgage loans—for our old friends the suburban subdivisions and developments, badly planned, badly built, and not for low income groups.

The point is that low cost housing is impossible under capitalism. Even in those capitalistic countries where there is some so-called public housing, rents, with few exceptions, are not sufficiently low. Families who live in those houses do so at the sacrifice of other necessities. Such housing does not add to the sum of their minimum living facilities. Hence Mr. Hill's incontrovertible conclusion: the demand for housing must be part of a broad front that includes adequate wages, unemployment and health insurance and old age pensions; the cost of subsidy (another way of readjusting wages) must be met not by consumer taxes but by taxes paid by the wealthy.

How accomplish this, asks Mr. Hill. Only by organized mass demand, expressed in terms of pressure on candidates, and ultimately of votes, he concludes. Social workers and others are generally inclined to feel that conferences, resolutions, trips to the state or national capital, will produce housing. An amiable delusion. What is needed is persistently exercised pressure from all civic minded groups as well as from the people in need of housing.

Although Mr. Hill fails to refer to the PWA public housing now under way, amounting to something over $100 million (for one percent of the population) as well as to the Resettlement Administration's present attempt to build four satellite cities (not planned when the pamphlet was issued) the omissions are not important. For bitter experience leads me to conclude that neither PWA nor RA programs will be completed simply because they are started. The pressure against them is terrific. Pressure for them, even more potentially terrific, must be organized and made effective. Social workers must help realistically.

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You Can't Eat Morale

By GERTRUDE SPRINGER

"THE great virtue of the work program is that it sustains the morale of the unemployed, and that, my friends, must be our first consideration."

The speaker sat down and Miss Bailey, slipping out under cover of the polite handclapping, wondered why she ever let herself in for a speech like that when her own office was crowded every day with living, human exceptions to its suave, easy-going generalities.

> *Miss Bailey Says . . .*
>
> *Certainly work is better than relief provided it pays enough to sustain life. But what about—*
>
> *The father of seven who deserts because his family got a better break on relief than on his WPA wage?*
>
> *The family that got by on the WPA security wage till a fire destroyed all its clothing and other possessions?*
>
> *The man so physically inadequate to his WPA job that lost time cuts deep into his wage?*

Not that she quarreled with the idea of sustaining morale. On the contrary she'd been working at it more months than she could bear to recall. And she didn't quarrel with the WPA either—well, not very much. For great numbers of families it had accomplished exactly what its sponsors intended—it had provided occupation, usually useful, at a wage that was as good as and occasionally better than the relief allowance. Probably eight out of every ten of the WPA families in her district were no worse off than they had been under home or work relief, and certainly their frantic eagerness for what even smelled like a real job had meant something in terms of morale.

But it was the two out of ten families that were bothering Miss Bailey these days. In a big district like hers two out of ten ran up to a good many families for whom the security wage, because it shut off other assistance, spelled hardship greater than relief, poor as it was, had ever visited on them. "Statistically speaking," she told herself, "I suppose, that eight out of ten makes the whole business a howling success, and if you happen to be the two out of ten it's just your hard luck. But I wish that nice smooth speaker had to spend a week at my desk. He'd learn that morale may have its price. I'd like to have him find the answer for Mrs. Anton when she says, 'My man works good, and before, when we had the relief job and made $28.50 a week, we had enough to eat and the kids had milk. But now he gets $14 and there's still eleven of us to eat, and another coming. My man's a good man. He wants to work. Please, lady, tell me what to do'."

Reports from over the country, from sample studies and "best guesses," indicate that the security wage is permitting 75 to 80 percent of the WPA families to get along on about the same level as FERA supported relief. What is happening to the other 20 or 25 percent seems to vary in fairly direct ratio to state and community participation in the relief program of the past several years. Where there was a sense of responsibility to begin with, and states and cities put up a share of relief funds, there is usually—though not always—an awareness of the plight of the 20 percent and an effort of some sort to meet it. This effort ranges from supplementation month by month almost up to the full relief budget, down to occasional "lifts" over emergencies presumed to be temporary.

In places where federal funds have carried the whole load, and the local social conscience has never been noticeably active, there is apparently small thought of supplementing the WPA wage under any circumstances. "We are not supplementing with local funds because there are none." "How can we think of supplementing when we cannot even care for the residual relief load?" "The families have to live on the wage whether they can or not." "The lowest security wage is almost twice the average relief grant."

"We are not supplementing inadequate WPA wages," says a supervisor in a large industrial city. "Just why, I don't know, for in home relief we are continuing to supplement inadequate industrial wages. For example, here is the Smith family of eight which in one way or another manages to earn $50 a month. We supplement with food, milk and clothing up to a budget of $85. Next door to them live the Joneses, also eight, with a WPA wage of $55. Do we supplement? Certainly not. We say cheerily 'You'll just have to work it out for yourselves. After all it's better to have a job, isn't it?'

"BUT Frank Dillman didn't see it that way and as a result we have his ailing wife and seven miserable children back on home relief and he's gone off no one knows where. Up to three years ago he made $40 a week driving a truck. Then his eyes went queer so he couldn't get a license and after awhile they had to apply for relief. They were budgeted at $28 a week and he was given a park job to cover it. Last summer when the work-relief program shut down the family went on home relief of $18 with milk, coal and occasional clothing besides. In December he was assigned to WPA at $14, and no extras, and they simply couldn't make the grade,—there were just too many of them. They came in to see me, he to ask what would happen to his family if he cleared out and she crying and begging him not to talk that way. I had to admit that they'd be put back on practically the old relief budget, but I added a strong line about seeing it through and this bad time would pass—you know the line—and he looked me in the eye and said, 'I don't want to leave my family, but we can't go on this way, and they're better without me.'

"Last week he deserted, and the mother and seven children, all under fifteen, are on relief. If we had put even $5 a week into that family the situation could have been saved. But we wouldn't and now we have the full support for no one knows how long. If that's economy I'm a Fiji Islander. And if it's sustaining morale then you're one too.

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"Of course if we'd had any brains large families like this would never have been transferred to WPA but kept on relief where budgets could be adjusted to need. But it was all done so fast and the men begged so hard for the work assignments. They knew that the pay was below their relief allowances but they were sure they could soon be shifted to a better rating. Any work, they felt, was better than relief. But the projects for anything but common labor have been few and far between, and reratings for any but exceptionally skilled men have been hard to get. The result is that for oversize or atypical families work has meant near starvation."

IN a few large cities, where relief standards have been pretty well maintained in spite of the withdrawal of FERA funds, supplementation is regularized by policy. But everywhere the burden of proof is on the family. It must apply for supplementary aid and must present a strong case. Usually a waiting period is exacted while the family "does its utmost to manage." In one city if the WPA wage is more than 10 percent short of the relief budget at time of transfer help may be given "in such amount and for such purpose as appears necessary to prevent suffering and severe hardship." In another a family whose WPA wage is more than $2 below its weekly relief budget may apply for special occasional help such as milk, clothing, coal and so on. If after three months there is no improvement in its situation it will be reinvestigated and rebudgeted and assistance given—but with no promises for even a month ahead. One city will "consider" supplementary aid on a case by case basis if there are seven or more in the family. Another will supply coal and sometimes milk when the two items of rent and food exceed total WPA earnings.

"Big families are a steady problem" says a supervisor in a midwest city, "but even more difficult is the family that, just squeezing by on its WPA wage, meets with a sudden calamity. Can you imagine what it means when you haven't a nickel in reserve to have the stove break down completely, or to be notified that you have to move because the house is to be torn down, or to be quarantined for measles and have the children lose their school lunches? We had such a case last week—a call to come quick, the Wilsons were burned out. According to the rules it was none of our business. The Wilsons had been off our books and on WPA for two months, and their troubles were not ours. But we went—and here were the Wilsons, Mr., Mrs. and three children, with nothing in the world left but the few bits of clothing they had seized when fire routed them out of their beds—and the mister nearly crazy because he was losing a day from his job.

"Under our rules we couldn't do a thing for that family—they didn't need milk or coal, which we could give, but clothing and blankets, beds and chairs, pots and pans. What did we do? Why we cracked the rules wide open, and we're still trying to square ourselves with the accounting department. We have accumulated a lot of cases like this and are putting them before our high-ups in an effort to get a policy that will recognize the existence of such situations and permit us to deal with them, case by case, in an orderly way as interim or extraordinary relief or whatever you want to call it, without any formality of reopening the case. Of course we might have to change our statistical categories—but what of it?"

As WPA is set up there seems to be no way to utilize the therapeutic value of work for what it is worth in special cases. It's work or relief—whole hog or none.

"Some of our most disturbing cases," says a worker in an eastern city, "are of men who need to work for the sake of their morale, but who are physically unable to do the full time hard labor of their WPA assignment. Probably they shouldn't have been transferred in the first place—but you know that story. Take Sam Johnson for instance, who used to run an elevator, but who hasn't the physical stamina for a hard outdoor job in winter weather. The family has been on relief a long time and there were indications that unless Sam got to work pretty soon he'd give up caring. The WPA wage was enough for the family to manage on—if they had gotten it. But a succession of colds, and 'jes mis'ry' have cost Sam so much time and cut so deep into his pay check that the family is practically starving and must come back on relief. It's either all work or all relief, say the rules. How much better it would be for Sam if he could work part time and contribute something to his family's support, with relief supplementing as necessary. As it is he feels completely defeated and his morale is lower than it has ever been."

"But where are the private agencies in this picture?" many people are asking. "Why isn't it their job to step in and supplement in these two out of ten cases?" There are several answers. One is that where the need is most acute there are no private agencies to speak of; another is that private agencies are having their own financial troubles and that if they once cracked their doors to cases needing supplementation they would let in a flood that would overwhelm them; a third is that in some places they actually are supplementing without any fanfare. "We took on a few cases at first, but soon saw how impossible it was." "We have not dared inaugurate a policy, but we are occasionally putting in milk and a little clothing." "Our rule is 'No,' but in desperate cases where common humanity makes it impossible to refuse we help a little."

WPA seems to have been conceived, say the workers, on the assumption that everything about it would click, that its gears would all mesh smoothly, that all families have the average of 4.1 children, that everyone has average good health, that accidents don't happen and that mankind, singly and collectively, faces squarely up to its responsibilities. And that assumption, their experience indicates is about 20 percent off in one way or another. "Goodness knows we don't want to social work the 80 percent whom the WPA formula fits," they say, "We want them to get out from under relief as much as anyone does. But we insist that the other 20 percent whom it doesn't fit should have a chance too and that the rules should be flexible enough to meet their situation and so salvage for them such benefits as WPA holds for the majority."

IN many households the WPA wage-earner is a son, a daughter, a nephew perhaps. The problems inherent in such situations are the subject of the next article in this series, Miss Bailey Says . . . which with this issue completes its third year. *For additional details see page 88.*

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The Common Welfare

Shouting and Tumult

RELIEF from relief investigations seems to be a crying need just now in much investigated New York. At one time three investigations were going on at once, full tilt—the Board of Aldermen's, a fishing expedition; the Mayor's, searching and constructive; and the Governor's. Hardly had the dust subsided from the first two, and scarcely was the ink dry on the published report of the last—fruit of fourteen months careful factual study by a non-partisan committee of distinguished citizens—when the legislature, of a different political complexion from the Governor, decided that something was terribly terribly wrong with relief and that it should be investigated. What is needed just now in New York and in a good many other places is not further investigation of relief administration, but, with the abundant factual data already in hand for study, constructive action to simplify and improve administrative practices. What is most needed is honest facing of the fact that what is fundamentally wrong with relief is not relief itself or any detail of its administration but the conditions that make it necessary.

The Marcantonio Bill

SPONSORED by New York's insurgent young representative, Vito Marcantonio, a bill entitled The Federal Relief and Work Projects Standards Act, is now before the lower house of Congress. It declares the existence of "a serious emergency affecting the welfare of the United States," reestablishes federal direct relief and continues federal work projects until June 30, 1937. At this writing a companion bill has not been introduced into the Senate.

In broad principles of federal responsibility for individual lack of income the Marcantonio Bill follows generally the Frazier-Lundeen Bill (see page 74) as it does also, though less broadly, in provision for worker representation in its administration. Where the Frazier-Lundeen Bill vests administration in a commission drawn wholly from representatives of worker organizations, the Marcantonio Bill revives the FERA and continues the WPA, largely as disbursing agents, while creating a new independent bureau with large authority—the National Commission on Relief and Work Projects Standards—on which workers' organizations, social workers' organizations and the administration are equally represented.

The Marcantonio Bill is a long particularized document, detailing standards of working conditions and of eligibility for relief and itemizing "the elements of a standard minimum budget." Few of the bones of contention in relief and work programs are overlooked. The standards which it sets up in detail for the "emergency" seem not unlike those set up in more general terms by the Frazier-Lundeen Bill as a permanent system. The bill would appropriate $2 billion to the resuscitated FERA for grants in aid to states for direct relief, continue the WPA until June 30, 1937 and appropriate $2 billion to it for grants to states for state work projects and $2 billion for federal work projects—a $6 billion appropriation in all. These grants would be distributed on a basis of population and need and would be contingent on approval, by the National Commission on Relief and Work Projects Standards, of state and local plans embodying the standards set forth in the bill.

The recent convention of rank and file groups in social work (see page 69) endorsed the Marcantonio Bill "pending the enactment of the Workers' Bill," which it also endorsed.

Nonresistance in Akron

LATE in January more than a thousand workers in the Firestone Tire and Rubber plant in Akron staged a fifty-five-hour "sit down" as a spontaneous protest against the suspension of a union member by the management. The workers simply turned off their machines and sat down beside them, playing cards and checkers to pass the time. They ate at the company cafeteria. The suspended worker was finally reinstated, with part pay for himself and the "sitters" for the idle time. At this writing, Akron employes of Goodyear, another rubber company, are staging a "sit down."

Professor Donald Anthony of the University of Akron, who has studied the new technique in action, finds that for both sides it has assets and weaknesses. The "sit down" occurs without announcement, the plant is suddenly and completely paralyzed, and the men cannot be driven out without violence which would probably alienate public opinion and might injure buildings and equipment.

On the other hand, the recent Akron "sit downs" have been embarrassing to the major objective of the United Rubber Workers of America, which hopes soon to sign agreements with all the rubber companies. By "sitting down" without the authorization of their union officials, the workers have made it possible for employers to refuse to sign, arguing that the union has proved it cannot control its membership. Professor Anthony holds, however, that the effectiveness of the Akron "sit downs" may lead the union itself to take over the weapon as an alternative to strikes.

Townsendism

BY a majority of 240 to 4, the House last month voted to investigate the money raising and spending activities of officials of old age pension drives, particularly of the Townsend plan. The resolution was introduced by Representative Bell of Missouri, who was later named chairman of the investigating committee.

In the debate preceding the vote, Representative Smith of Washington, a Townsend advocate, said he welcomed that investigation, but deplored "singling out this great movement and declining to investigate the grave problems out of which the movement has sprung." Representative Bell described the plan as "fantastic, impossible and fraudulent." He estimated that it would require $24 billion annually, and that the transactions tax by which it is proposed to finance pensions of $200 a month for every

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person over sixty years of age, would mean a tax of $800 a year on each family in the United States.

Mr. Bell's argument was reinforced a few days later by a statement signed by seventy-seven members of the Economists' National Committee on Monetary Policy, which is headed by Edwin W. Kemmerer, professor of international finance at Princeton. Branding the plan as "indefensible," these experts hold that it "confuses the supply of money in circulation with real wealth and income. Its sponsors do not seem to understand that a tax on transactions must be paid out of a national income and that the tax proposed in the plan would rest so heavily upon it that it could not carry the load."

In January the Twentieth Century Fund announced the initiation of an impartial study of the Townsend Plan and its probable effects. This is being carried out under a special committee in line with the Fund's disinterested procedure in exploring dynamic social and economic issues.

The House committee probably will begin its hearings early this month. Representative Bell has announced that Dr. F. E. Townsend, who has offered full cooperation with the inquiry, will be one of the first witnesses called.

Figures Are Needed

THE liquidation of the FERA is slowing down and threatens presently to end the collection of relief statistics from the states, thus breaking off the only comprehensive nation-wide record of relief expenditures we have ever had. The federal government went into relief in 1932 practically without benefit of statistics. While the figures gathered by the FERA have not realized the statistician's fondest dreams they have supplied a vast amount of pertinent data relating to the relief situation and have served a useful purpose. That purpose remains to be served; it is still important that we know the extent of human need in this country, and that we have a specific statistical basis on which to plan to meet it. The U.S. Children's Bureau has a sound but limited statistical organization. The Social Security Board is developing a similar organization within its range. But there are many gaps which, if the ground gained by the FERA is not to be lost irrevocably, should be promptly filled by a designated federal agency equipped to reach into the states for the reliable statistics required to make a complete national picture. Such a picture, says Ralph G. Hurlin, statistician of the Russell Sage Foundation, should reveal "the trend of relief expenditures, the portions of the population aided, sources of funds, costs of administration, standards of relief—as shown by comparative data concerning relief budgets as well as by more adequate data concerning average grants than are now available—salaries of workers and the relations between various types of relief." Especially, he adds, it should enable us to see the people and problems behind the averages.

Alumni Take a Hand

INSTEAD of athletics and finances, proverbial concerns of Old Grads in campus affairs, alumni of City College, New York, are taking a hand in highly controversial questions of college administration and policy. A recent meeting of the Associate Alumni considered a 100-page printed report by a special committee which for more than a year has been studying "present conditions in the City College and the nature of the present relations between the administration and the student body and the staff."

According to the majority report, signed by eight of its twelve members, the committee found little basis for the contention that the college is a "hotbed of radicalism." Membership in radical societies, constituting less than one percent of the enrollment, "is not disproportionate when compared with the enrollment in ten other colleges and universities." Instead the report finds cause for campus unrest in the fact that "the majority of the faculty and the president still adhere to the now antiquated theory that they stand *in loco parentis* to the students . . . and must therefore lay down and enforce rules to govern extramural activities." Further, the committee reports that a personality problem has played an important part in the clashes between students and college authorities. [See *Survey Graphic,* March 1935, page 143.] It holds that President Frederick B. Robinson lacks "the human qualities necessary to achieve the widespread confidence of his faculty and his student body and to provide genuinely inspired, resourceful and socially imaginative leadership." "Appropriate action" is urged by the committee, which also suggests changes in student discipline, and questions whether "the continuance of military training is worth the dissension it breeds." A minority report, signed by four committee members, contends that the findings in regard to President Robinson's personality and methods are "utterly insufficient" for a recommendation of "appropriate action." By a two-to-one vote, the meeting of the Associate Alumni endorsed the majority report.

Miners and the AF of L

MEETING in Washington last month, the United Mine Workers, under the militant leadership of John L. Lewis, defied the "ultimatum" of the executive committee of the American Federation of Labor and with only one dissenting vote endorsed the industrial union bloc which threatens to split the AF of L on the question of vertical versus craft unions. [See *The Survey*, December 1935, page 366.] The vote came at the end of a ninety-minute plea by William Green, president of the AF of L, who pointed out that the executive committee had demanded the disbanding of the Committee for Industrial Organization, an alliance of eight unions led by the miners. In a dramatic standing vote, the convention gave its support to the Committee.

The miners further sharpened the industrial-craft issue by amending their constitution to cover jurisdiction over workmen "in and around coal processing plants." This change would affect about 100,000 largely unorganized men in by-product and gas and chemical plants, which the miners now propose to include in their organization. Many of these plant workers are claimed by the craft unions.

Just before the convention voted to affirm another constitutional provision, prohibiting donations to strikes not authorized by the AF of L, a delegate asked from the floor whether this amendment should not be changed because of the possibility that the miners might withdraw from the Federation. Mr. Lewis stated that whether or not the miners left the Federation would "depend on conditions," and that this would have to be left to the executive board to determine, as the situation develops. On this point for the present, he declared, "the status quo remains."

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The Social Front

Insecurity

WHEN a conspicuous number of "unemployed employables" who had been certified for WPA jobs in Virginia failed to report for work, the district WPA and Virginia ERA joined forces to dig out the reasons. A group of 5630 cases who had refused job assignments or failed to appear for work, was chosen for study.

Some 90 percent of the total "failures," preponderantly male and white, actually were investigated. Of this total, 82 percent did not refuse the jobs when assigned but neither did they appear for work. It developed that 42 percent had been deterred because some other temporary work was at hand. These cases included many small farmers, tenant farmers, and farm laborers, whose cash earnings were too small for subsistence, but who did have some work responsibilities. Weather conditions kept away only twenty-seven workers; illness 636, or 12 percent; "home situation" 157. Six percent did not receive their notices. There was a smattering whose failure lay in drunkenness, incarceration, or distance of projects from home.

Of the 18 percent who refused their assignments in the first instance, 404 claimed that, lacking transportation, the necessity of walking some seven to twelve miles to projects made the work "impossible." Out of the total number investigated, 2.5 percent were reported as indifferent or antagonistic to working on the jobs offered. Three percent were dissatisfied with the wages.

Carpet Baggery—Desire to restrict jobs to hometown boys and girls with votes is not rare among politicians. New York City's legislators have experienced a sudden access of concern over the presence of what the borough president of the Bronx calls "carpet-baggers and Johnnies-come-lately" on the staff of one particular city department—the Emergency Relief Bureau.

An ordinance passed the Board of Aldermen in mid-February providing for the dismissal, on a retroactive basis, of all ERB employes who had not resided within the confines of the five boroughs for at least a year prior to their employment. Its effect will be to oust upwards of a hundred of the more experienced staff members, many of them suburban residents whose entire professional lives have been spent in New York City. The Welfare Council and similar agencies promptly opposed the ordinance, and the mayor at the moment of writing refuses to sign it. Its sponsors have served public notice that it will be passed over a veto.

Meanwhile, the New York State TERA has taken occasion to send out an official bulletin to all local relief administrators, reminding them that reimbursement from the state for administrative expenditures is still governed by state law, and that under TERA rulings, such reimbursement will not be made if local residence for a specified time is a requirement in establishing qualifications for employment. As the administrative payroll of the New York City ERB in January was $1,594,000 on which it expects a 40 percent reimbursement from the TERA, this may affect the city fathers' urge to set up residence restrictions against social workers in the public service.

Policies and Problems—New Jersey's ERA began, as of January 1, a new payment policy for hospitalization of relief clients or those eligible for relief. Hospitals which fulfill certain qualifications will receive a per diem rate of $1.75 for in-patient care of persons eligible for relief. A maximum of $5 is set for tonsil or adenoid cases, regardless of length of stay. In addition to the per diem for maternity cases, a flat rate of 50 cents daily will be allowed for babies after birth. . . . The Texas Relief Commission has arranged a plan whereby surplus commodities may be given to the needy who are not on relief rolls, such as not-yet-paid WPA workers, unemployed employables, ineligible employables. By following a carefully specified plan, voluntary local groups may become distributing centers, acting under the State Social Service Department. . . . Denver finds its residual load of unemployables up against a plain arithmetical impasse. Only state provided funds are at hand for the city's unemployables and the amount of money available, divided by the number of cases, gives little more than half what the Denver Bureau of Public Welfare has estimated to be the minimum necessary for food and rent, in families where illness all too often calls for more than average diet and care.

In Birmingham, Ala. relief threatened in mid-February to collapse completely. City and county were apparently prepared to put up a share of the minimum half-monthly budget of $32,500, but the state allotment fell so low that the total of funds available would permit relief for the fortnight to 5400 families of only a dollar cash and whatever could be scraped up in the way of groceries. The door to new applications has been shut for some time.

With only $2 million available to meet an irreducible March relief budget of $3,415,000 the New Jersey State Relief Council which had "patiently awaited action by the legislature for five weeks," announced that "unless the necessary funds are provided promptly to the full amount as estimated in the budget the Relief Administration will be compelled to cease its functions. . . . It should not and will not continue to issue commitments for relief expenses without proper authorization from the state to do so."

Churchmen Speak—"A consistent policy in and continuity of relief administration" with adequate appropriations "to provide a breathing spell for the unemployed and give them a measure of security" is urged in a public statement issued by the executive committee of the Federal Council of Churches. From reports of conditions by church and social workers throughout the country the committee is "convinced that the great masses of the unemployed desire first of all regular jobs at decent wages and hours." The WPA does not meet the need and private employment lags. Meantime "the unemployed are entitled to humane treatment, adequate relief and freedom from constantly shifting relief policies."

As Mayors See It—Recent months have enforced a realistic view of local relief situations upon the United States Conference of Mayors which issued recently, through its executive committee, an uncompromising demand "that the facts regarding relief problems be frankly stated and squarely faced." They expressed themselves as ". . . of the unanimous opinion that this Congress should place the work relief program on a planned and adequate basis for the next period of the federal government."

Say the mayors, "Reports made to us indicate . . . at least 500,000 employable cases . . . who have not yet been and will not be absorbed by the present WPA, CCC, PWA or other activities," and ". . . it is an impossibility for the cities, counties and states to carry this 500,000 load of employable relief cases in addition to . . . the unemployable group. . . . There must be added about 22 percent of the cost of WPA program

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which is the national average of city contributions."

In conclusion, they are of the opinion that ". . . it is essential for WPA to be given sufficient funds to provide work for at least three million bona fide employable relief cases . . ." and that ". . . to do this approximately $2340 million is required if the federal government's responsibility is to be properly met."

Planning—Mayor Oscar L. Carlson of Montclair, N. J. called upon the legislative committee of the Montclair Council of Social Agencies for proposals regarding financing and administration of public relief in the city and state. The committee formulated proposals patterned upon those drawn up by the Social Planning Committee of the New Jersey Conference of Social Work. [See *The Survey,* February 1935, p. 42.]

Sources—Joanna C. Colcord's discussion of This Business of Work Relief has been reprinted from *Better Times* and is available as a reprint leaflet from the Charity Organization Department, Russell Sage Foundation. (130 East 22 Street, New York.) . . . A new WPA Research Bulletin, Survey of Unemployable Cases Transferred from Federal Care to State and Local Care in Two Colorado Counties, has appeared as Series II, Number 13. (Social Service Division, WPA, Washington, D. C.) The survey was prepared by Gordon Blackwell, Special Inquiries Section.

Security

EXTENSION of the British unemployment insurance law to farm labor, hitherto excluded there as also under the American Social Security Act, now seems likely. Provision for this is contained in a bill which has passed its second reading in the House of Commons. It affords protection to some 700,000 men and boys and about 50,000 girls and women engaged as farm hands. It does not cover temporary migratory labor from the Irish Free State or other regions outside the United Kingdom. Benefits provided are $3.50 weekly for men, $3.10 for women, $1 for boys and eighty-five cents for girls—considerably below the rates for industrial workers. Weekly contributions to the insurance fund range from two to nine cents. Annual government contributions are estimated at $3 million.

State Action—With few legislatures in session, slow progress is being made in enacting legislation necessary to secure the benefits of the Social Security Act. In Ohio, a pooled-fund bill for unemployment insurance passed the House. Hearings were held last month in the Senate, but at this writing no vote has been taken. In Rhode Island, the pooled-fund bill, which was recommended by the special commission authorized by the last General Assembly, passed the House, but has not come to vote in the Senate. In Minnesota an unemployment insurance measure was killed in the state Senate after a favorable vote in the House and vigorous endorsement by Governor Olson. The Vermont House also rejected an unemployment insurance measure.

Old Age Pensions—The Virginia legislature, rejecting the governor's proposal to postpone consideration of old age pensions for two years, voted to appoint a special committee to canvass the situation and to report within a month. In New York, amendments to the old age pension law, lowering the pension age to 65 and extending benefits to non-citizens who have lived in the state twenty-five years or more, are still pending as this is written. In Illinois, state residence requirements have been reduced to five years. Other amendments of the Illinois law, however, weaken it, by eliminating the $5 a week "extra income" permitted pensioners, and by setting up prior responsibility of children to support the aged.

Dallas (Tex.) News

Back to the Mills

Study and Record—A leaflet explaining the New York unemployment insurance law in question and answer form may be secured without charge from Glenn A. Bowers, director of unemployment insurance, Arcade Building, Albany, N. Y. . . . An account of the work of the International Labor Office in regard to social insurance and the results obtained is given in a new report distributed in this country by the World Peace Foundation. (Series M, number 12. Price $1.50 from the Foundation, 40 Mount Vernon Street, Boston.) . . . The Social Security Board offers three large and helpful sheets. Two outline the provisions of the Social Security Act relating to unemployment compensation and to federal old age benefits and employment taxes, and the third tabulates state unemployment compensation laws as of December 15, 1935. . . . Digests of state laws relating to aid to dependent children, blind assistance and old age assistance, revised and brought down to date as of December 1 are now obtainable from the social research division of WPA. [See *The Survey,* December 1935, page 366.] . . . The American Public Welfare Association offers a preliminary edition of a manual, Recording and Reporting with regard to Old Age Assistance under the Social Security Act. (Price 40 cents from the Association, 850 East 58 Street, Chicago.)

Labor

TWO federal courts, the Circuit Court of Appeals in the sixth circuit, and the District Court in Philadelphia recently denied injunctions to employers seeking to prevent enforcement of the Wagner Act by the National Labor Relations Board. It is generally felt that these decisions will check the number of injunction petitions brought by employers who oppose the measure safeguarding the right of their employes to organize. [See *The Survey,* June 1935, page 176.]

Child Labor Committee—A Catholic Committee for Ratification of the Federal Child Labor Amendment has been organized, headed by Frank P. Walsh, chairman of the Power Authority of New York. The Committee includes in its membership priests, lawyers, educators, industrialists, labor representatives and civic leaders, who will seek to organize Catholic sentiment in favor of the amendment in states which have not ratified.

Radio Union—Tightening the battle lines between craft and industrial unionists, the executive council of the AF of L has refused to grant an industrial union charter to the National Radio and Allied Trades. Instead, jurisdiction over this organization of 25,000 members is given to the International Brotherhood of Electrical Workers. Radio and Allied Trades will shortly meet in convention to decide whether to accept the mandate of the council, leave the AF of L at once, or defer action until after the next AF of L convention.

Beer Cans—Many trade unions have joined the campaign of the Glass Bottle Blowers' Association against the use of tin cans as beer containers. The Association points out that the cans, manufactured by the non-union steel industry, would cost the jobs of thousands of union glass workers and workers in the

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bottling departments of breweries, if they came into popular use. The anti-beer can campaign has the support of the Union Label Trades Department of the American Federation of Labor.

City Affairs

ONE billion dollars is the imposing figure at which the Municipal Finance Officers Association sets current delinquent municipal taxes in the United States. This organization, (850 East 58 Street, Chicago), in a recent bulletin based on a preliminary report of the Association's committee on tax methods, outlines a variety of remedies employed by various localities, which emphasize the point that although most cities are legally limited in the actions which may be taken against delinquent taxpayers, there are many extra-legal devices that can be used. Several such devices which have been found effective are installment collection, specially created tax delinquent departments, and tax clubs patterned after the so-called Christmas savings clubs. While the experience of many cities would indicate that economic conditions have aggravated the problem of tax delinquency, in the last analysis, according to the findings of the committee, faulty tax collection methods and procedure are responsible for taxes not being collected when originally due.

Tops—Selected as the best literature in the world of municipal reporting are the last annual reports of the cities of Berkeley, Calif., Columbus, O., and Norfolk, Va. Out of fifty-five candidates, these reports tied for first place in the ninth successive contest sponsored by the National Municipal Review; judge, Clarence E. Ridley, executive director, International City Managers Association. Although minimum qualifying standards have been raised several times, more cities qualified in 1935 than ever before.

Good Old Days—In the remote past—to be exact, in 1916—there was great rejoicing over the New York zoning law, the first in the country. But only two decades later, many authorities are pointing out that though such laws have prevented the spread of nuisances, they have somehow made possible more jumbled, more crowded, more skyscrapered cities—often where no skyscrapers were needed—and besides have encouraged preposterous land speculation. According to Robert D. Kohn, former president of the American Institute of Architects, most zoning laws are based on a potential increase in population, which in 99 cases out of 100 will never take place. He recommends that zoning laws should be so revised as to prevent uneconomic and harmful crowding of land, by controlling the density of population (per gross acre for example) on each particular area, and to favor developments of large properties, rather than small, for housing purposes. Zoning laws must be no longer merely restrictive, he says, and finally they must change in their effect on present non-conforming uses.

Shush—A growing number of municipalities are enacting anti-noise ordinances. The latest are Philadelphia, Gary, Ind., Buffalo, Louisville, Detroit, Charleston, W.Va., Boston, Hartford, St. Louis and New York—first American city to inaugurate a silent-night campaign.

Professional

WITHOUT precedent to guide it and therefore free to follow its inclinations, the executive committee of the National Conference of Social Work has named Edith Abbott of the University of Chicago as the nominee for the presidency in 1937 in place of the late J. Prentice Murphy. Miss Abbott was nominated in Montreal for the first vice-presidency. So far Mr. and Mrs. John M. Glenn are the only husband and wife both of whom have been president of the Conference; Homer Folks the only person who has been president twice. The Abbotts (Grace Abbott was president in 1924) now make a sister record.

Progress—The former Bridgeport, Conn. Protective Association has reorganized as the Girls' Service League of Bridgeport, to work with selected cases of girls between twelve and twenty-one years old. Emphasis will be on adjustment to the community, and on prevention rather than treatment of delinquency. . . . A new social hygiene association has been organized at Youngstown, Ohio. Officers are: president, Paul H. Luce; secretary, Mrs. Fred W. James; and treasurer, Eloise Spencer. . . . Penitentiary sentences finally caught up with a particularly objectionable group of "charity racketeers" in New York, subsequent to a drive by William Hodson, City Commissioner of Public Welfare. Using a campaign of publicity, launched with an address to the annual meeting of the New York Church Mission of Help, Commissioner Hodson succeeded in bringing to court eight principals in a gang said to have been carrying on for ten years a flagrantly fraudulent telephone collection racket, soliciting for a "milk and egg fund." Many of the operations purported to be "church charities."

The Interpreters—With social agencies becoming aware, sometimes painfully, of the need for more and better public understanding and interpretation of their work, the Social Work Publicity Council, 130 East 22 Street, New York, rises up to ask in a recent *Bulletin*, "Who will be the interpreters?" Among more than thirty national service agencies there are, it says, less than half a dozen full time publicity workers; some 137 community chests report only thirty-seven full time and seventeen part time. "Training opportunities are non-existent." The editorial concludes, "No headway will be made in presenting the facts upon which understanding is based unless we begin at the beginning and build up a body of workers capable of accomplishing this exacting task."

An impressive job of community interpretation, accomplished in New York as a work relief project under the direction of the New York Welfare Council's Department of Public Education with the City Department of Public Welfare as sponsor, has been reported by Louis Resnick, its erstwhile director. The project was originated as a "white collar branch" of CWA, employing artists and writers from CWA rolls. Included successively with the Works Division of ERB, and with WPA, the program of interpretation forged along to a record, as of November 1935, of more than 300 news stories and many feature articles and editorials supplied to the press and 125 published photographs. Almost 800 radio programs were arranged describing individual agencies and giving news summaries and debates in welfare fields.

No Sales Tax—The New York City YMCA recently won its suit to restrain the city from levying against the "Y" the city sales tax. The judge's ruling held that the YMCA is a "charitable and religious institution, supported in part by public subscriptions and endowment and is not organized or operated for profit. By express provision of the law it is therefore free from the tax imposed under said law."

Pamphlets—A functionally classified directory of motion pictures which have educational possibilities for social work has been issued by Community Councils, Inc. (Guide for Motion Pictures. Price 50 cents from Community Chests and Councils, Inc., 155 East 44 Street, New York. Less in quantity.) . . . Current Practices in Intake and Service in Family Welfare Organizations has been published as Volume 6, Number 2 of

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the Smith College Studies in Social Work. The experience of eight agencies in 1934 is detailed in the report. (Price 75 cents from the Smith College School for Social Work, Northampton, Mass.) . . . The National Council of Jewish Federations and Welfare Funds has published its first directory, listing 123 federations and funds throughout the United States and Canada. (From the National Council, 71 West 47 Street, New York.) . . . A new research bulletin from WPA, Migrant Families, prepared by John N. Webb, reports a study of 5500 interstate transient families, taking account of composition, size and employability. (Social Research Division, Works Progress Administration, Washington, D. C.)

The Detroit Children's Aid Society, 71 Warren Avenue, West, Leon W. Frost, general secretary, offers to anyone professionally interested (five cents postage, please) copies of the outline of its third annual institute, including lectures, discussions and field work, for advanced college students preparing for professional social work.

Mens Sana

DRASTIC improvement in state laws is in many cases the prerequisite for improved care of the mentally ill, declares Dr. C. M. Hincks, general director of the National Committee for Mental Hygiene, commenting on a study of state legislation in this field in which six WPA workers have been engaged for the past year. Lack of standards and funds and an anachronistic viewpoint, which still considers mental patients as prisoners, hampers adequate care and often cure, since "fully half of all mental cases are of a curable or improvable type." Mental hospitals are working under a heavy strain of overcrowding and only 40 percent measure up to minimum standards.

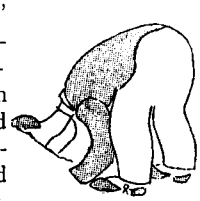
Boarding Out—Authorized to do so by the last legislature, Pennsylvania is to try boarding out selected mental patients as a means of easing overcrowding, providing care at low cost, and helping suitable patients to make the adjustment from institution back to community. No patients will be boarded in their own homes or in those of near relatives. All arrangements are subject to approval by the Department of Welfare. Patients boarded out will be considered as on parole to the mental hospital from which they have been transferred, will be supervised by the hospital and are subject to return if need be. If able, patients may earn part or all of the cost of maintenance; if not, costs will be met as now specified by law for indigent patients. Plans for placing certain types of mental patients in supervised boarding homes have been tried successfully in several European countries, and in Massachusetts and New York.

Prevention—Under the sponsorship of well-known psychiatrists and others, the Committee for the Study of Suicides, Inc. has been chartered in New York State. . . . How Is *Your* Mental Health? asks the Illinois Society for Mental Hygiene in a new leaflet, listing signs that show the inquirer that he is in good or in poor mental health and warning him that most people have symptoms of both and no one achieves perfection.

Springfield's Survey—Invited by the Council of Social Agencies and the Community Chest, the Massachusetts Society for Mental Hygiene has under way a comprehensive survey of mental health resources and needs in Springfield Mass., with a view to planning a more adequate long-range program, both for education in this field and for consultation and treatment services through its health and social agencies and schools. The survey is under the direction of Dr. Henry B. Elkind, medical director of the Massachusetts Society, who is slated, as soon as this survey is completed, to go on loan to Illinois for a survey of the work of the Illinois Society for Mental Hygiene.

Public Health

"PRESENT signs are that the public may soon cease to be an ostrich about social disease" says the Middletown, N. Y. Department of Health with picture and text in its staff-made mimeographed annual report,



which brings pleasure as well as enlightenment to anyone lucky enough to see it. It is more than time, for as the United States Public Health Service recently pointed out (Venereal Disease Information, January 1936), estimated cases of syphilis in the United States were 518,000 and of gonorrhea, 1,037,000, wholly overshadowing in numbers reported cases of scarlet fever, tuberculosis, diphtheria, typhoid, poliomyelitis and smallpox combined.

Scotching Syphilis — New York State and New York City both have under way energetic programs to combat syphilis, emphasizing reporting, diagnosis and care, education of the public and postgraduate education of physicians. Starting with 1936, every physician is required to report every case which comes to his attention and is urged to give the patient's initials instead of merely a case number. Investigation will be made of the source of infection of early cases and contacts followed up. Drugs are supplied to physicians. Only patients unable to pay will be treated in the state's syphilis clinics, but pay patients may use the consultation services of clinics if desired. . . . In New York City a WPA project has been approved to supplement work of the city health department and other agencies by expenditure of half a million dollars on clinical work in municipal and voluntary hospitals. . . . From the Massachusetts Department of Health comes an encouraging report (Journal of the American Medical Association, January 11, 1936, page 105), showing reason to believe that there are fewer new syphilitic infections than in earlier years and fewer infections in pregnant women. . . . The possibility of conquering syphilis is shown from Sweden's experience, reported by Dr. Einar Reitz at the last meeting of the American Public Health Association. New cases per year have declined from 6000 in 1919 to about 431. Treatment of persons in the infectious stages is compulsory and free. . . . The Los Angeles County (Calif.) Department of Health reports a 50 percent increase in applicants for venereal disease care, many of them transients, and urges federal examination at transient camps, followed by quarantine of transients found to be infected and treatment provided by subsidy to local health departments.

Blue Ribbons in 1935—Kansas City claims the greatest percentage decrease in deathrate among the twenty-five largest cities. . . . New York City broke five of its own records and registered new lows for the general deathrate, infant mortality rate and deathrates from diphtheria, typhoid and pulmonary tuberculosis. . . . The North Carolina State Board of Health concluded a full half century of its *Health Bulletin,* founded by the late Dr. Thomas Fanning Wood and conducted for nearly thirteen years by Dr. George M. Cooper, assistant state health officer. . . . In this second year of repeal the Metropolitan Life Insurance Company found among its 17 million industrial policy holders the lowest deathrate from alcoholism recorded since 1921.

Job Analyses—What a rural health officer is and does is told in terms of Virginia's Brunswick-Greenville area by Dr. J. O. Dean of the United States Public Health Service in that organization's *Public Health Reports.* (Vol. 50, No. 50, December 13, 1935.) The present report is fourth in a series of analy-

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ses of rural health work in this area which have considered in turn the rural sanitation officer, public health nursing, and effectiveness and economy of county health department practice. A fifth, on The Rural Midwife, appears in *Public Health Reports,* December 1935. (Price 5 cents a copy from Superintendent of Documents, Washington, D.C.)

Research in Health—The well, not the sick, are the focus of research at the New York Infirmary for Women and Children by a group of doctors, nurses and social workers assigned under WPA and sponsored by the city health department. The aim is to bring sociology, psychology and pediatrics together to study the child as a whole, and to work out dynamics of development through case histories starting with expectant mothers and continuing with the child through adolescence. The study starts with a nucleus of records of forty-seven children (the oldest born in 1928) who have been under observation by Dr. Margaret E. Fries, consulting pediatrician, in the hospital's Well Baby and Children Clinic. It is hoped that the unified methodology already tried and now expanded to a larger group will make possible "future predictions of the child's physical and psychic traits with sufficient accuracy to serve as a practical basis for therapy."

The prize of a free health survey won by Louisville, Ky. in the 1934 Inter-Chamber Health Conservation Contest for Cities has materialized in a study by Dr. Carl E. Buck, field director of the American Public Health Association. The city's most important health need, Dr. Buck found, is that public health and specifically the city health department be taken out of politics and kept out.

For an effective brief summary of recent studies and research in alcohol see The Effects of Alcohol on the Individual and the Community, issued by the New York State Liquor Authority.

Against Crime

THE fight against juvenile crime is fast gaining pace and public interest. New committees and surveys are announced frequently—some local, some state, some for the nation.

In New York—Plans are under way in New York City and vicinity to focus attention on preventive efforts against juvenile crime, and upon the gaps in such measures, by means of an exposition to be held next June. Albert Hines, director of the Madison Square Boys' Club of New York, will be executive secretary of the exposition. Interested groups, city-wide, will participate. . . . After surveying the 11,339 cases which the children's branch of the New York City Domestic Relations Court had handled, a recent committee authorized by the court urged organization of a unifying agency for all forces in the city fighting juvenile delinquency. The committee, representing the Committee on Public Health Relations of the N. Y. Academy of Medicine, Bernard Sachs, M.D., chairman, made ten major recommendations chiefly in regard to the medical, psychological and social aspects of the courts functions and procedures.

Walkathons—The nuisance of "walkathons," successor to dance marathons, has been combatted in Michigan by passage of a state law against such exhibitions. Sworn testimony of fraud and social abuse persuaded both houses of the Michigan legislature to pass prohibitory laws. The American Social Hygiene Association (50 West 50 Street, New York) asks to be notified of any efforts to combat "walkathons."

Low Grade Jails—The Federal Bureau of Prisons reports that of 2894 city and county jails in the United States inspected in the last five fiscal years, 44 percent were barred, as below requirements, from housing federal prisoners. The Bureau pays for safekeeping of federal prisoners in local jails at rates ranging from fifty cents to $1.25 daily; only three prisons in the country receive top pay. The poor condition of many local jails is considered chiefly due to the "fee system" under which a sheriff or jailkeeper receives a fixed rate for each prisoner regardless of actual outlay.

Reading Therapy—A selected reading list to be used as a preventive against psychiatric maladjustment and juvenile delinquency was issued recently by the New York Public Library, as compiled by its director and staff. The recommended books include: fiction—English classics such as Pride and Prejudice, Lorna Doone, Jane Eyre, Silas Marner; books by Dickens, Kipling, Stevenson, Jules Verne; non-fiction—autobiographies of famous men and women and stories of exploration and adventure; some forty-six in all. This list was submitted to Justice Jacob Panken, of New York, in whose court a thirteen-year old boy, brought in for the accidental killing of a playmate, recently was sentenced to read and review four books to test his moral caliber and "social outlook." The case was discharged, and the judge expressed his belief that books not only can reveal but also can mold the characters of juvenile delinquents.

Seasonal—Human beings seem more prone to commit murder and other crimes of violence when weather is hot, according to J. Edgar Hoover, head of the Division of Investigation, U.S. Department of Justice. When it is cool, he says, such crimes as robbery and burglary are prevalent.

Ministry—By arrangement between the Federal Council of Churches and the U.S. Bureau of Prisons, Protestant chaplains in federal prisons are henceforth to be selected by the Council. This move is explained by the desire of Commissioner Sanford Bates to have religious work appear to prisoners not as a part of prison discipline but as the personal ministry of the church.

Review—Evaluation of Juvenile Courts and Clinics, a reprint from the *American Journal of Orthopsychiatry* for July 1935, by Henry B. Elkind, director of the Massachusetts Society for Mental Hygiene, Boston, and Maurice Taylor, at the time of the study, director of the Jewish Family Welfare Association of Boston, presents "an introduction to the theory of evaluation." Applied to a special form of social work, it is of general significance in its plan. (From the authors: Dr. Elkind as above; Mr. Taylor now associate director, Federation of Jewish Philanthropies, Pittsburgh, Pa.)

Dollars and Doctors

IN spite of public and private efforts to give needed care to relief clients, more than a quarter of the disease conditions needing care in a group of Cook County, Ill. public relief clients went wholly without care, while a further 5 percent received care only after considerable delay, according to a study by Mary Diran. (Social Service Review, December 1935, page 664.) Lack or delay was the more serious because in some cases important and progressive ailments were involved and because 41 percent of the uncared for conditions were found in youngsters under twenty.

Hospital Bills—Washington, D.C. believes that the recently established Central Admitting Bureau for Hospitals is saving money for the community and the Community Chest without penalizing patients. During the first seven months of 1935, occupancy of public hospitals decreased 6 percent and that of private rose nearly 7 percent, while community fund allocations to the hospitals declined 10 percent. The Bureau administers $200,000 allocated to nine hospitals for in-patients and $100,000 for out-patients, for persons found able to pay only part of the costs or to pay by installments, reimbursing the Bureau later. Patients unable to pay anything are referred to the Permit Bureau of the Board of Public Welfare. About

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14 percent of the applicants to the Bureau for free care were able to assume all or a good part of their hospital bills under the plan.

Care for Employes — The New York County Medical Society, outspoken foe of compulsory health insurance, has approved a plan for voluntary health insurance of low income employes of two utility companies. Members of the society will volunteer to give service under the plan; none may obtain more than $1200 a year from his participation in it. Patients will choose their physician from the list of volunteers. No employe is eligible who earns more than $900 if without dependents, or $1260 if married, with a further allowance of $200 for each dependent. Employers will contribute 75 percent and employes 25 percent to a $1,100,000 fund from which physicians and hospitals will be reimbursed for care given. A number of medical societies in the West have developed voluntary health insurance plans extensively, but this is a pioneer experiment among Eastern medical groups.

Funds for Birth Control—From Michigan comes recent word of vote of the Wexford County board of supervisors to support a birth control clinic in Cadillac. Physicians of the county will serve in the clinic in rotation. Intended primarily for relief clients, the clinic also will care for others on payment of a nominal fee.

Grocer Bills—When family income fell below $2 per person per week, energy value of the family diet was nearly 20 percent below an adequate standard, according to a study of low income and relief families in five Northern industrial cities in 1933, made by Dr. Dorothy G. Wiehl. (Public Health Reports, January 24, 1936, page 77.) In New York City family diets were equally substandard when weekly family income was less than $4 per capita. Diets of low income families were deficient in quality as well as quantity, lacking especially adequate amounts of milk, vegetables and fruit. The study is one of a series on depression and health, in which close correlation between low income and high sickness rates already has been reported. (Public Health Reports, Vol. 50, No. 18.)

Boston's Doctoring—About one out of three of Boston's sick has free care; one out of two has paid care; and one out of six has no care. These findings of a study made for the Massachusetts Department of Public Welfare by members of the Harvard University faculty add that free private-physician cases form only a small proportion of the total private-physician cases. The study parallelled the findings of the United States Public Health surveys of 1933 in finding illness more common and more serious among the unemployed than among the part time or full time employed. In Boston the unemployed receive proportionately more medical care, free or paid, than any other group of the city's population.

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After a thorough investigation of the evidence for and against at the close of the last period of acceptance, the Council on Pharmacy and Chemistry of the American Medical Association has again reaccepted (1935)

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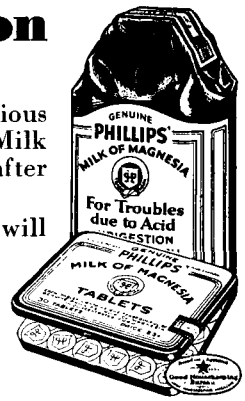

PHILLIPS' *MILK OF MAGNESIA*

Child Welfare

IN her first annual report as chief of the U.S. Children's Bureau, Katherine F. Lenroot pointed to five major child welfare problems where federal leadership is indicated, and drew attention to the opportunities now ahead through federal-state cooperation for the health and welfare of mothers and children. The five major problems Miss Lenroot sees are:

Adequate provision for families affected by unemployment, including those whose needs cannot be met by a work program.

Studies in infant and maternal mortality comparable to those conducted by the Children's Bureau, 1912—20.

Conservation of gains made in the elimination of child labor under the NRA and extension of safeguards to children in industrialized agriculture and in the street trades. Assistance to youth in the transition period from school to work.

Studies and demonstrations of more effective methods of community planning for prevention and treatment of delinquency.

The Whole Child—The Massachusetts Child Council, organized to draw together all the forces in the state working for the well-being of children into "a concerted offensive against everything that thwarts and degrades the life of the child," recently presented a four-year progress report. The Council membership is made up, largely, of state department heads, directors of social services, and child welfare experts. At present a central committee of 130 members and seven special groups is studying juvenile delinquency and crime prevention in Massachusetts.

The basic philosophy of the Council, the need for recognition of the com-

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plete personality in children's problems, is expressed in its going projects. These include, in addition to the study mentioned: work in community organization to give skilled guidance to local initiative; lecture courses in teachers' colleges throughout the state; parent education and the organization of Parents Councils.

In its report, the Council points out that the average cost of keeping a child in "the right sort of foster home" is nearly the same as that of keeping a man in prison; and at the same time that 60 percent of the delinquent boys studied by the Harvard Crime Survey had shown serious behavior difficulties before the age of ten; 90 percent came from homes unfit for children. Herbert C. Parsons, formerly commissioner of probation for Massachusetts, has directed the Council for its entire four years.

Cruelty to Children—Nearly 70,000 children have been sheltered by the Brooklyn Society for Prevention of Cruelty to Children, during the past fourteen years, while Adrian Van Sinderen has been president. Upon Mr. Van Sinderen's recent retirement he pointed to this fact, with its indication of deplorable parenthood and living conditions for many thousands of children, as a "stigma against civilization. There is a challenge in the ugly words 'cruelty to children' which no right-minded man or woman can deny."

The New York Society for Prevention of Cruelty to Animals, in its recent annual report, cited cases where its agents, called to investigate cruelty to animals, actually found and reported cruelty to children. A concrete example occurred recently in St. Louis, where an unemployed young couple, seeking work, locked their baby and a St. Bernard puppy together in a closet, "for safe keeping." A fine was assessed for ruelty to the puppy, but, according to news reports, there was no statute penalizing cruelty to the child.

Changing with Change—A recent issue of the *Catholic Charities Review* tells the story of how a day nursery, caught in the shifting population of New York City, refused to outlive its usefulness. When the nursery of the Divine Providence Foundation found its neighborhood no longer full of working mothers and their children, but hustling with busy commercial enterprises, the Sisters in charge made up their minds that what was really needed was service for older children. A school lunch program for underprivileged children and an after-school supervised play group proved useful and popular substitutes for the day nursery. After the school children were provided for, lunch and rest rooms were used further for business girls of the neighborhood. While new activities were building up, attendance at the original day nursery also staged a partial come-back.

Aid for Orphans—The Orphan Section of the Duke Endowment, in its recent tenth annual report, reviewed its activities in child-caring institutions in North and South Carolina. During that period, the Endowment has worked entirely through established institutions. It has established no organizations of its own and has not undertaken to deal directly with the resident orphan and half-orphan children included in its scope of activity. Three institutions assisted by the Endowment have closed and nine new ones have opened during the ten-year period. (The Duke Endowment, Power Building, Charlotte, N. C.) . . . The well-known Cradle Orphanage in Evanston, Ill., reports applications on hand for 3000 babies, with but thirty available for adoption. The Cradle has placed 2600 babies in eighteen years.

Mavericks—Texas ranchers call a roaming, unbranded calf a "maverick." Accordingly, public-spirited citizens of Amarillo, Tex. chose that name as appropriate to the club which they established to "corral" the large number of "unclaimed boys" running loose in the town and getting into trouble. The citizens rented a building where boys could play checkers, wrestle, read and generally have a good decent place to spend their spare time. As a result, it is reported that juvenile delinquency in Amarillo is approaching the vanishing point. Only four boys have been sent to the "reform school" since the club has been in operation.

Among the States

ABOUT the time this issue of *The Survey* reaches its readers, the Eastern Transient Conference, called by the New Jersey, New York and Pennsylvania Commissions on Interstate Cooperation will have completed its deliberations at Trenton, N. J. This is the first meeting, under official auspices, to consider possible interstate action on the acute problems of transiency and the equalization of settlement laws. States north of Virginia and east of Ohio agreed to participate.

Almshouses Go—Fewer than twenty individual county almshouses will remain in Virginia with the impending completion of a long time plan, initiated twenty-five years ago, for progressive elimination of "outmoded, unsocial, uneconomical and unnecessary" county almshouses. The Virginia plan prescribes complete discontinuance of county almshouses in smaller counties, in favor of approved welfare services and outside hospitalization, and consolidation into district homes for counties with large actual and potential almshouse populations. Forty-five of Virginia's one hundred counties had closed their almshouses by 1925. Four large district homes now have demonstrated their practicality and economy. A 1935 study showed that they represent a capital outlay considerably less than the total value of the almshouses supplanted, and that they have been operated at a per capita cost lower than that of the remaining individual county almshouses or than the almshouses from which they were consolidated. The State Department of Public Welfare now hopes to put through consolidation plans for the remaining counties.

. . . A Study of Kansas Poor Farms, published by the Kansas ERC offers evidence of deplorable conditions. It is third in a series on social problems in that state. John G. Stutz, executive director of KERC, in his foreword points to this report as new evidence that "a public function without citizen attention degenerates," and that county poor farms in Kansas need citizen and public official attention. (Bulletin Number 307, from Kansas ERC, Topeka.)

Initiative—In answer to the carping criticism that WPA workers have no initiative, *The Memo,* publication of the Minnesota ERA, cites the case of a man in a northern county who invested a slice of his first pay check in a first payment on a second hand hearse. He is now doing a lively business hauling his fellow-workers back and forth to the job. In case you want to know, the fare is twenty cents round trip.

Evaluation—The Pennsylvania SERA has worked out a plan for state-wide evaluation of its social service staff, with the aim of discovering the most equitable basis for promotions, salary changes, transfers, avoidance of possible discrimination, and the like. Beginning with detailed job analyses for all groups of employes, an elaborate plan of tests has been developed. The plan has been distributed widely to state relief administrators. (For information address C. R. Adams, director of personnel, State ERA, Harrisburg, Pa.)

I. Q.—Food for debate among workers with transients is contained in a study, as yet unpublished, on The Mental Ability of Literate Transients, made last year by J. Y. Bryan while a fellow at Duke University. Mr. Bryan, now

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with the Social Research Division of the WPA, applied the Henmon-Nelson test on three groups, 500 men in all, 100 of them Negroes. The average I. Q. of the whites was 73, of the Negroes, 58, with a noticeably large grouping in the lower levels. He cautions against comparing these averages to the average of the general population but is inclined to think his findings indicate that "a large proportion of the transients possess comparatively low mental ability."

Research—Present trends in state and local public welfare organization are summarized by Edith Putnam Mangold and Edith Rockwood in a new National League of Women Voters publication, Organization for Public Welfare. The pamphlet contains recommendations and illustrations designed to help states and localities to meet their need for reorganization to handle increasing welfare responsibilities. (Price 25 cents from the League, 726 Jackson Place, Washington, D. C.)

School Projects

EDUCATORS themselves are organizing to protect their freedom to teach and their rights as citizens, both of which they see increasingly threatened by teachers' oath laws, "Red baiting" and similar tactics. [See *Survey Graphic* for March, page 143.] A Commission on Educational Freedom has been organized within the Progressive Education Association, to serve as a defense organization in cases where violation of academic freedom is charged, and to make studies of educational freedom in the schools. For 1936, Prof. Goodwin Watson of Teachers College, Columbia University, is serving as chairman of the executive committee of the Commission.

Soap Box—A large lecture room has been set aside by the head of City College, New York, for an open forum, from two to four o'clock daily "in order that free discussion may be indulged in by all who desire it." No student is compelled to attend, and no student in good standing may be excluded from the room. According to the announcement from the office of the president of the college, any topic may be presented and "speakers may continue to say what they like so long as they conform with the accepted standards of decency."

Campus Co-ops—An apparently satisfactory answer to the "high cost of living" problem has been worked out by the Students' Cooperative Association at the University of Washington. Starting with an "idea" in May 1933, the Association now operates ten rented cooperative houses for about 325 students. Meals for all the houses are prepared in a central kitchen and distributed by truck to the houses in insulated steamers and ovens, at a saving of about 50 percent in food costs. The staff includes a full time cook, a full time baker, a purchasing agent and the manager, the last a former student who originated the idea. Each house has four departments: kitchen help, maintenance, janitor, laundry. Every student is assigned to one of these groups and given a definite job. Each applicant in the Co-op signs a contract with the manager accepting his right to direct the financial and social policies of the organization, and to control the selection of members. "Centralized authority is considered absolutely essential." The Association was incorporated last spring under the Washington cooperative law, the by-laws patterned as nearly as possible after the recommendations of the Cooperative League.

Learning by Heart—What rote learning means (and doesn't mean) was shown in a Philadelphia test, recently reported by Ray H. Abrams, University of Pennsylvania, in *School and Society*. In a superior ranking suburban high-school, 443 sophomore, junior and senior students were asked without warning to write out the Lord's Prayer, which they had been reciting in school, day in and day out, for ten or twelve years. Less than half (48 percent) wrote the prayer correctly. Upwards of one hundred mistakes were made in the phrase, "hallowed be Thy name," including: how will, howill, halo, how wilt, howleled, how'll, how be, hallelu, how holy be, howalled, hallo, how you will be. "Thy will be done" registered in several ways: I will be done, thou will be done, God will be done, thy will be thy name. "Forgive us our debts," made plenty of trouble: lead us not into temptation and deliver me from my salvation; forgive us our trespasses so that they may not trespass against us; give us no trespasses and forgive those who trespass against us; forgive our debtors; forgive us this day our daily bread; forgive our sins as we forgive our trespasses. "The classic in good will," Mr. Abrams comments, "was probably the phraseology given by one junior girl, 'Forgive us our debts as we forget our debtors.'"

Radio Workshop—A radio workshop, established in or near Washington and staffed by workers from CCC camps and the WPA, is being set up to prepare and present educational broadcasts. The workshop is part of an emergency education radio project under the direction of William Dow Boutwell of the U. S. Office of Education. "The project is expected to provide one of the first adequately staffed attempts to demonstrate the far-reaching potentialities which radio holds for the schools."

Study and Record—The Thirty-seventh report of the superintendent of schools, New York City, appears in a new format, following the style of a high grade magazine in print and illustrations. It is entitled All the Children, from Article IX of the state constitution: "The legislature shall provide . . . a system of free common schools, wherein all the children of this State may be educated." The new form of report was designed by Dr. Harold G. Campbell, superintendent of schools, in order to give readable information about the school system to lay as well as professional readers. . . . In a Handbook of the Junior Consultation Service (122 East 25 Street, New York), the staff members of this joint project of the Vocational Service for Juniors and the New York State Employment Service describe how they carry on their work of counseling and guidance, and "bring together some of the information which they use most often in dealing with young people." . . . Methods of vocational guidance in many countries are summarized in a new International Labour Office study, Problems of Vocational Guidance. (Price $1.25 from the World Peace Foundation, 8 West 40 Street, New York.)

Radio

THE American Civil Liberties Union is pushing actively for the passage of three bills introduced into Congress at its last session to deal with the problem of radio censorship and establish "freedom of the air." Provisions of the bills follow generally the plan used successfully by Wisconsin in its state-owned radio station. They would require: that each station set aside regular periods for uncensored discussion of social, political and economic problems and for educational programs; that both sides of every issue be given; that stations, but not speakers, be freed from legal liability for remarks on such programs; that stations be compelled to keep accurate public records of their decisions on all applications for time for public discussion, and that provision be made for the appointment of an advisory committee of disinterested representative citizens to assist the Communications Commission in the allocation and use of time for such public purposes.

In Education—Those who appreciate the growing effect of the radio in form-

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ing public opinion and in supplementing other forms of education—adult and otherwise—will find much of timely interest in a recent University of Chicago Press publication, Education on the Air: Radio and Education (Price $3 postpaid of *The Survey*). The volume, edited by Levering Tyson and Josephine MacLatchy, is officially the proceedings of the Sixth Annual Institute for Education by Radio and of the fifth annual assembly of the National Advisory Council on Radio in Education. Its contents afford a free discussion and analysis of radio policies and techniques, a record of vivid pioneering in radio education and a mirror of rapidly moving events in the field. The experts who contribute seem to agree that with all radio's faults and virtues, its possibilities for good and for ill, the general character of broadcasts is constantly improving, and that the "radio is going to make one of the greatest contributions to the greatest number in the evolution of the world." . . . During 1935, according to the *New York Times,* about five hundred government officials talked over the radio, every federal department having a radio contact man.

Housing

IF you want to know what some 135 housing experts and other interested citizens think about the direction which the government low cost housing program should take, read the leading articles in the February issues of the *Architectural Forum* and *American City*. Here are summarized the answers to a questionnaire sent out by those two periodicals to some five hundred persons —technicians, city and town planners, educators, members of state housing bodies and of civic organizations, representatives of realty and construction interests. Assuming that it is in the public interest for the Congress to provide funds for government low cost housing, slum reclamation, or both, the questionnaire canvassed various methods by which such aid could be applied. Although there was remarkable unanimity of opinion on general points, only about a fourth of the answerers believed that financing should be done wholly by the federal government; one half of the remainder believed that state and local governments should share the burden, the other half that private as well as public capital be used. Nearly three times as many voted for the Ellenbogen plan of an independent federal housing authority as for the Wagner scheme of a housing division in an existing federal department. [See *The Survey,* December 1935, page 368.] Private interests consistently advocated private construction and operation, while all groups were against actual construction or operation by state or local governments, recommending that it be done either by local housing authorities or by private concerns under supervision.

One Answer—Cooperating with the Purdue Housing Research Project [see *The Survey,* February 1936, page 51], Better Homes in America, offers a new home information service. At a cost of $2 a year, subscribers will receive a regular monthly bulletin, special booklets as well as replies to all inquiries relative to their home building problems. (Address Better Homes, Purdue University, Lafayette, Ind.)

Up or Down—Some twenty-five bills which would affect housing standards in New York City had been introduced into the state legislature by mid-February. Eight have been approved, eleven opposed, no action taken on six by the legislative committee, Housing Section of the Welfare Council of New York. The approved bills are concerned with the prohibition of the use of windowless rooms for living purposes, with rent deposits where violation of laws relating to fire hazards exist, with fines imposed on owners for infraction of the Multiple Dwellings Law, with the right of the New York City Housing Authority to condemn unsanitary buildings, and with mechanical ventilation of interior water closets in certain types of fire proof multiple-dwellings. The passage of the bills opposed would lower existing fire protection standards, would grant a moratorium of the law requiring installation of individual toilets in apartments of old law tenements, would permit the use of every tenement as a rooming house or hotel, and finally would require the State Housing Board to undertake slum clearance and construction of low cost housing in certain districts in Manhattan. Although some bills may have been acted upon when this is read, there is still time to help defeat or pass others. For further information communicate with Housing Section of the New York Welfare Council (122 East 22 Street).

Another Snag—Rentals in at least ten of the PWA's low cost housing projects must return full costs of the project with interest equal to the rate the United States has to pay on its bonded indebtedness—according to a recent advisory ruling of Comptroller General McCarl. The comptroller holds that in the absence of further legislation no PWA grant can be applied to slum clearance and low cost housing projects which are being financed from NIRA funds (under the 1933 Act), as may be done in the case of projects under the ERA of 1935. The comptroller general maintains there is nothing in the present law which contemplates the allowance of a 45 percent capital grant on these as on other PWA projects; result—as the matter now stands these ten projects (located in Atlanta, Montgomery, Cleveland, Indianapolis, Chicago, Detroit, Evansville, and Schenectady) cannot meet the rent needs of the income group for which they were designed. Secretary Ickes has promised that remedial legislation will be introduced shortly in the present Congress, but no matter how this problem may be met, future legislation for housing, as the National Association of Housing Officials point out, "must be more specific both in defining terms and in authorizing any forms of governmental subsidy or other assistance that is used."

People and Things

WITH this issue *The Survey's* Miss Bailey articles (see page 77) pass their third birthday, a notable one for any magazine series. The series was planned early in 1933 in response to repeated requests from relief supervisors over the country that *The Survey* publish "something in terms of daily experience that will help the new workers see behind the situations they have to meet." The first article, When Your Client Has a Car, was published in March 1933. At that time not more than five or six articles were contemplated. But at the end of six months Miss Bailey's mail had reached such proportions, she was receiving so many anxious requests from workers close in on the job to take up this topic or that, that it was evident that the series was serving a useful purpose and should be continued. From that beginning "Miss Bailey" has become an apocryphal personality in social work. She has been cartooned in print and lampooned in song. The three little blue pamphlets, Miss Bailey Says in which twenty-four of the articles are reprinted, have reached a circulation that puts them among the best sellers of social work publications. They have been required reading for most of the emergency training courses, and for many Junior League courses and are on the recommended reading list of many schools of social work.

The Miss Bailey articles are written at a New York desk but they are not written in a vacuum. The daily mail brings from the field a wide range of case situations from which selections turning on a particular topic are made. These selected situations are then sent out to long-suffering and infinitely generous friends of *The Survey* in different parts of the country with the query "What would you, or could you, do about *that?*" Meantime Miss Bailey "in

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person" puts on her hat and visits around among other friends within striking distance of her desk, asking the same question. Thus each case discussion as it is finally written, represents a synthesis of practical experience and seasoned judgment. It is to these friends, east, west, north and south, to their unfailing cooperation and unflagging interest, that the Miss Bailey series owes the validity that has made it useful.

From time to time, during the past three years Miss Bailey has thought that, like the wise opera singer, she should retire while still in good voice. But the anxious queries continue to come to her desk, though changed in focus as the relief situation has changed. Her correspondents no longer ask, "Should relief families be forced to give up their dogs?" "Should a relief worker smoke on the job?" "Should the mother of three, living in sin with the lodger, be kept on relief?" Instead they say, "Please write about transients with no place to go—about this awful tag 'unemployable'—about families that are starving on WPA wages." And so Miss Bailey has continued to sing though in a somewhat wider vocal range than in her early career. The nature of her future efforts, indeed their continuance, rests with her friends and critics. She invites their comments and suggestions.

$15,000 Award—The fiftieth anniversary Bross Competition will culminate in a $15,000 award on or after January 1940 for the best unpublished book or manuscript "on the connection, relation and mutual bearing of the Humanities and Social Sciences, the Physical Sciences and the Biological Sciences or any branch of knowledge with and upon the Christian religion." Information from Herbert McComb Moore, president, Lake Forest College, Ill.

Comings and Goings—The State College of Washington, which is expanding its work in rural sociology with special attention to training rural social workers, recently appointed as associate professor Paul H. Landis, formerly of South Dakota State College and author of If I Were a County Relief Director, in *The Survey*, July 1935.

William H. Bristow, who has been director of the Pennsylvania State Department of Education, bureau of school curriculum, is the new general secretary of the National Congress of Parents and Teachers. . . . Willard W. Beatty, president of the Progressive Education Association, has accepted appointment as director of Indian Education in the Department of the Interior.

The National Occupational Conference, (551 Fifth Avenue, New York), a Carnegie Corporation activity, has selected Edwin A. Lee, for two years superintendent of schools of San Francisco, as its director.

Leonard W. Mayo, who only last June left the New York School of Social Work to direct training and personnel for the New York City ERB, now succeeds Jane M. Hoey as assistant executive director of the New York City Welfare Council.

Appointed New York State Commissioner of Correction, Edward P. Mulrooney, retiring chairman of the State Liquor Authority and former New York City Police Commissioner, succeeds the late Walter N. Thayer, Jr., distinguished penologist and social worker. . . . The new Massachusetts State Commissioner of Public Welfare is Walter V. McCarthy, formerly executive of the Boston Department of Public Welfare. He succeeds Richard K. Conant.

"Miss Bailey Saying," as seen by Esther Kriger in Social Work Today, July-August, 1934.

Walter Gordon Merritt, secretary of the Greenwich House, New York, board of managers since 1909, resigned that post recently but will continue as counsel. He is succeeded by Manton B. Metcalf, Jr. Marshall Field, who has been treasurer of the settlement since 1925, has resigned but continues on the board. His successor is Gordon S. Rentschler. . . . Mrs. C. A. Hawkins has retired from the presidency of the Babies Aid Board of San Francisco, after thirty years' service. . . . The new head resident of the University of Chicago Settlement is Marguerite K. Sylla. . . . Edward L. Ryerson has resigned after eight years of distinguished service as president of the Chicago Council of Social Agencies. He is succeeded by Ernest S. Ballard, active as vice-president for four years. Miss Ruth V. Lester, of the Chicago Orphan Asylum, is new vice-president, succeeding Mrs. Theodore W. Robinson.

The Association of Junior Leagues of America has added to its social welfare staff Helene Lipscomb, recently assistant director of the Bureau of Unattached and Transients in New York. . . . The St. Louis YMCA will have as its new secretary Earl W. Brandenburg of Chicago, known for his work as associate general secretary of the National Council of the YMCA. . . . The new executive of the Waterbury, Conn. Council of Boy Scouts is David F. Babson, formerly with the Community Welfare League, Holyoke, Mass.

The first executive for the new Paterson, N. J. Community Chest is Sherrard Ewing, for eight years executive director of the National Association of Travelers Aid Societies. . . . A new executive assistant for The Seeing Eye is Elizabeth Hutchinson, from the staff of the Pennsylvania State Council for the Blind.

History—At the recent fortieth Illinois Conference on Social Welfare, President John C. Weigel summarized the impressive history of conference accomplishments. (Reprints of his address in pamphlet form, from the Conference, 203 North Wabash, Chicago.)

New Faculty—New on the faculty of the School of Applied Sciences of Western Reserve University are: Ruth Gartland, formerly of the University of Chicago, School of Social Service Administration; Doris Peabody Brooks and Katharine Post Silber, both from the Cuyahoga County Child Welfare Board, Cleveland; Gertrude Wilson, from the Illinois WPA; and Lucile Massey from the Tennessee State Department of Public Health. . . . Boston University has added to its faculty in the School of Religious and Social Work, Ina Morgan from the Veterans' Bureau of Boston. . . . Leon Henderson, long with the Russell Sage Foundation, is teaching economics and government at the University of Miami, Fla.

David K. Bruner has resigned from the Pennsylvania ERB to become assistant professor of social work at the University of Pittsburgh.

Meetings—The National Congress of Parents and Teachers will meet May 11-15 in Milwaukee. (Information from the Congress, 1201 Sixteenth Street, N. W., Washington, D. C.) . . . The National Women's Trade Union League will hold its first convention in six years, May 4-9 in Washington. (National Women's Trade Union League of America, 306 Machinists Building, Washington, D.C.) . . . A conference

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on the teaching of marriage and the family will be held at the University of North Carolina, July 6-10. (Address Prof. Ernest R. Groves at the University, Chapel Hill.)

Honors, Anniversaries—In celebrating the sixtieth birthday of Mrs. Felix M. Warburg, the New York chapter of Hadassah, Women's Zionist organization, presented as speaker Mrs. Ilse Warburg, assistant to Henrietta Szold who heads the Central Bureau for the Resettlement of Refugee Children in Palestine. [See *Survey Graphic,* February 1936, page 68.] Mrs. Warburg is making a three-months' speaking tour throughout the United States.

Francis Fisher Kane, attorney and leader of Philadelphia's public defender movement, was given the 1935 Philadelphia Award for distinguished citizenship. The prize, founded by Edward W. Bok, carries a $10,000 honorarium. . . . Chicago's Junior Association of Commerce recognized with a distinguished service medal the work done for traffic safety by Police Lieutenant Franklin Kreml, of Evanston Ill., by last year's accident records the safest city in the United States. Lieutenant Kreml has been director of institutes in traffic safety at Northwestern University which have drawn wide attention.

New Voices—The birth and re-birth rate in professional publications is high this season. *Jewish Conference* is the re-incarnation of the news bulletin of the National Conference of Jewish Social Service. . . . *The Jewish Social Service Quarterly* recently announced a policy "permitting the printing of articles on controversial matters," a new managing editor, Solomon Bluhm, and a new chairman of the editorial board, John Slawson. . . . A Journal has been launched by the recently formed Society for the Advancement of Management, which represents a merger of the Taylor Society and the Society of Industrial Engineers. . . . Volume one, number one of *The Public Welfare Journal,* carrying a February 1, 1936 dateline, has been published by the Texas Public Welfare Workers as "a journal of welfare work and social welfare problems as they pertain to Texas and Texas society."

Mostly Figures—A general survey of U.S. archives which were to be moved into the new $12 million Archives Building, showed their total volume to be 3,673,633 cubic feet. . . . The Russell Sage Foundation library now records a total of 36,215 bound volumes and 124,740 pamphlets. The social work archives are not known to have been estimated in cubic footage or avoirdupois. . . . The Russell Sage Library had nearly twice as many users in 1935 as five years before. . . . Another Russell Sage Foundation statistic shows that its meeting halls were used nearly twice as often in 1935 as in 1932. The New York City Welfare Council was the most prolific "meeter" among the seventy-three organizations which used the Russell Sage facilities. . . . The Foundation library is the hopper into which are poured many amazing requests. A recent one sought an immediate list of "all the magazine articles on the social security law" and another wanted "something kind of cute" about current economic conditions, for a club paper.

Educational—The Forum of Today (302 West 12 Street) has been launched as a cooperative enterprise by the organized rank and file group in New York social work, as "an educational medium where workers and students in social work can become familiar with opinions of representative leaders." Four meetings are planned for the spring months.

A limited number of scholarships and teaching fellowships in the field of the physically handicapped will be available for the school year 1936-37 at Teachers College, Columbia University. (Address the Secretary at the college, 525 West 120 Street, New York.)

International—Europe will teem with American social workers this summer if present plans carry. Besides the Third International Conference of Social Work, in London July 12-17, associate groups will hold conclaves. . . . C. M. Bookman of Cincinnati, will be among American speakers at the International Conference in place of Monsignor Robert F. Keegan, previously announced, who is unable to attend. . . . Among special touring parties to London will be that of James T. Nicholson (616 South Michigan Avenue, Chicago,) planned especially for social workers from the Central West. . . . Elsa Butler Grove, lecturer in social science at Teachers College, Columbia University, will take twenty-five students to the preliminary summer school, the Conference and for a two-weeks field study trip through England. (Information from the Secretary, Foreign Field Courses, International Institute, Teachers College, Columbia University, New York.) . . . The Second International Congress on Mental Hygiene, announced for July 1936, has been postponed until July 1937. (Information from Dr. Edward Toulouse, 1 rue Cabanis, Paris, France.) . . . Mary A. Dingman, for fourteen years with the World Council of the YWCA, is the new president of the peace and disarmament committee of the women's international organizations at Geneva. The committee, a consultative group, meets weekly in Geneva and represents a membership of forty-five millions, in organizations in fifty-six countries.

New Leaders—The Indiana State Conference of Social Work this year created the office of president emeritus and elected thereto Amos W. Butler, director of the State Board of Charities from 1897 to 1923. Who's Who lists Mr. Butler as a zoologist with as many anthropological achievements as sociological. Other 1936 officers include: president, Joseph A. Andrew, Lafayette; vice-presidents, R. Clyde White and Allan Bloom, Indianapolis; James A. Dilts, Winamac; and Mrs. Frederick Ross, Muncie. . . . Another new president emeritus is the Rev. William Hallock Johnson of Lincoln University Pa., with the university since 1903. Walter Livingston Wright, on the faculty since 1893, succeeds him as president. . . . The National Safety Council has chosen for president this year Dr. C. H. Watson of the American Telephone and Telegraph Company. W. H. Cameron, of Chicago, is managing director.

The South Dakota State Conference of Social Work has elected as officers for this year: president, Dr. F. V. Willhite, Richfield; vice-president, Ellery E. Kelley, Pierre; and secretary-treasurer, Mrs. A. M. Eberle, Brookings.

Deaths

HELEN HART, daughter of the late Hastings H. Hart, penologist, and herself a prominent social worker, died recently. Miss Hart was director of social service for the Connecticut Emergency Relief Commission at the time of her death, though much of her earlier career was in settlement work. The Connecticut ERC paid Miss Hart a unique tribute when, in conjunction with a resolution of appreciation of her services, it voted that: "In order to assure as great a permanence as possible for the contribution which Miss Hart has made in raising standards of social service in the state, the Commission, at this time, extends through the life of the Commission, until February 1, 1937, the offer of the payment of 45 percent of the cost of salaries to social workers employed by local relief departments in which specified standards are being maintained."

The national director of public relations for the Girl Scout organization, Harry L. Gilchriese, died in January. He was chairman of the New York Social Work Publicity Council.

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Readers Write

In English

To the Editor: Your review of L' Economie Humaine Par La Médecine Sociale by René Sand in *The Survey* for November 1935, page 344, is based on the French edition. You name Rieder of Paris, the French publisher. Perhaps your readers would be interested to know that the book is being published in English, simultaneously in England and through the Macmillan Company in New York, and may be ordered direct or "postpaid of *The Survey*." The price is $3.

The Macmillan Company
New York

White-Collar Unions

To the Editor: For the past decade I have studied the activities of a white-collar union. Incidentally, comparison with the achievements of professional organizations has also been possible. I cannot discover that there is very much difference between professional groups and labor unions in their concern about the welfare of the special group and the welfare of society. Tactics differ, however. The effective union goes on strike, as well as using research. The professional groups rely on research. Sometimes revolution, as practiced by the labor unions, is a necessity, but usually evolution brings the same results eventually. Nowadays a considerable array of people are unwilling to wait for evolution.

In his article, Relief Workers' Unions in the January issue of *The Survey*, John S. Gambs states the situation accurately when he says that there is more radicalism in white-collar than in craft unions. This radicalism is so objectionable to the majority of the population that as a reaction we have a crop of teachers' oath laws and discernible threats to constitutional rights of freedom of speech.

Mr. Gambs states that "lots" of teachers belong to the teachers' unions. If he will consult the Proceedings of the 1934 Convention of the American Federation of Labor (page 36), he will discover that in that year about 8500 teachers were really good trade unionists paying dues to the national labor organization. Maybe that is a "lot," but it is less than one percent of the public school teachers in this country. Local organizations have occasional periods of large membership, but in many instances enthusiasm does not seem long-lived.

To quote Mr. Gambs, ". . . sometimes even bad organizations are better than none." Both social workers and teachers have professional organizations which function fairly well. Organizations of a few radicals which are noisy and unscientific bring the whole occupational group into disrepute.

Chicago has had teachers' unions for a third of a century. But teaching conditions, salaries, school politics, are no better there than in cities which have only professional organizations of teachers, and this is putting it very mildly.
Hastings, Neb. Caroline Bengtson

An Author Demurs

To the Editor: When the author read Miss Walker's review of her book in the December *Midmonthly Survey,* [Interviewing in Social Work—A Sociological Analysis, by Pauline V. Young] she could not help but feel sorry for those very busy persons who must read so many new books which are now coming off the press at an amazing rate. Miss Walker's review gives the distinct impression that she could take time to read little more than the headings and sub-headings. She says, "When Mrs. Young begins to emphasize 'where,' 'when,' and 'facial expression,' I begin to fear a mechanistic tool which has no place in case work." Upon careful reading, one readily sees that this book does not emphasize the above points and does not even imply a "mechanistic approach." At the top of page 26, the text states: "Such questions of 'what,' 'when,' 'where' and 'how much' may be very important parts of a diagnostic interview, but they cannot be considered as the significant data by which problems of personality, of group relations, philosophy of life, and the general pattern of life organization may be defined and treated. . . . An interview which stops short of securing the data which will enable the worker to understand the interviewee's motives, attitudes, social wishes, the environment, past and present, frequently gives little insight into the fundamental needs of the client. . . ." This direct quotation from the book indicates that the author is as eager to avoid "mechanistic approach" as is Miss Walker.

Miss Walker objects to the statement, "In interviewing immigrants, I always ask . . ." but she fails to indicate in the review what is always asked of an immigrant, namely: "Well, how have you been getting along in America?" (Page 149.) The situation must be very strained indeed when this question could not be asked of immigrants. (Of course, the text recognizes the value of asking as few questions as possible. See particularly pages 69-71.)

Miss Walker's statement is correct and well taken when she says that "ability in approaching the client and in releasing him to free expression does not grow out from a mastery of the skills and techniques of the interview, but is developed through experiences with people, through analyzing one's interviews and personality. . . ." That point of view is expressed in the author's preface, but it might be added that the reverse is also true: One's satisfactory relationships with people are partially contingent upon adequate skills in approaching them.

It is amusing to the author that the reviewer does not touch upon any of the real defects of the book. If it were customary for an author to review his own book, the picture could be painted far blacker than it has been to date, but, of course, there probably are still other reviews to appear.—Pauline V. Young
Los Angeles, Calif.

A Way Out

To the Editor: Two reports in a recent number of the *New York Times* supplement each other; one on the symposium in *The Survey,* January 1935, on the new relief crisis, and one by Will Lissner on the development of cooperatives in Nova Scotia, in line with those vividly described in the *Survey Graphic,* January 1935.

It seems to me that we are taking things by the wrong end if we base our solution of the new crisis on governmental relief. We know that it is no solution; rather, a new breakdown of individual strength and resourcefulness, prolonging the process of readjustment to a new setup of society.

Social work, "old style," is dated; we are equipped, not to do constructive work, but to adjust individuals and groups to a system that has cracked. Why cannot cooperative movements be started in urban centers, as well as in rural areas—using government loans if necessary—so that character-saving independence will be building rather than spirits breaking on relief. Why not train young people to lead in such projects, to include stalwart adult education?

Are we social workers clear that we do not belong to a privileged class, but are of the body of workers? There are devoted, selfless social workers: do they feel that their life efforts have meant what they should, or have they spent themselves running up and down dark alleys—never reaching the light?

We need clear thinking and honest speaking, to start us on our way.
New York Alice Waldo

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Book Reviews

Corporate Sinning

SOCIAL SALVATION, by John C. Bennett. Scribners. 222 pp. Price $2 postpaid of *The Survey*.

IT is a great service to take a word and bring it up to date by giving it content and meaning applicable to today's issues and needs. This service Mr. Bennett strives to perform for the religiously minded, after the manner of Walter Rauschenbusch. The two terms upon which he spends most of his time and effort are "sin" and "salvation." He lifts these two terms clear out of their ancient theological setting and drops them down in a world in which human greed and human stupidity beget social inequities and social suffering with perfect logic. The two cardinal sins on Mr. Bennett's list are war and resistance to economic change.

Right there lies the strength and weakness of this book. It is strong in its realistic approach to these two major social issues; Mr. Bennett writes with insight and great clarity, driven by strong personal convictions. But alas—there's the weakness, too; for like all preaching, those who need it most will never be conscious of it. The ones who most need to repent of these sins will never see this book. Among those who do read it there will be only a few who respond by feeling that deep personal share in our corporate sinning, which is the whole point of the author's writing. And if it be a sin to resist economic change, do not all the churches stand convicted of sin? At the first hint of faintly returning prosperity, see how the major denominations have toned down their social zeal! It may be possible that the church will—as Mr. Bennett thinks—become the leader of a vast social crusade; but this reviewer has his doubts.

Anyhow, even if Mr. Bennett does speak a strange language, he speaks it beautifully; and his book is well worth reading. CHARLES STAFFORD BROWN
Colorado Springs, Colo.

For Parents et al

GROWING SUPERIOR CHILDREN, by I. Newton Kugelmass, M.D. Appleton-Century. 568 pp. Price $3.50 postpaid of *The Survey*.

THE guiding principles in this book make a perfect slogan "food into growth, experiences into life habits, environment into personality." Thus the author emphasizes without asserting the necessity for the doctrine of individuality in appraising and perfecting the growth and development of children. It is a book written from the point of view of the intelligent parent whose aim is to develop his child's potentialities rather than to match him with mediocrity. The earnest parent will find the book well written, easy to read and satisfying in its presentation. The features of child life about which he most wants to know have brief, clear and tactful exposition. Rather naturally, the best part deals with the earlier periods of childhood. Adolescence is still a difficult subject and requires much research and thought.

The book is not an encyclopedia, good as it is. There is no mention of allergy in relation to the nervous child or in enuresis; no mention of the relation of gastro-intestinal instabilities to day and night dreaming. There are few positive errors and these merely repeat general conventional acceptance of scientifically unjustifiable data. Such are the cycles of growth, the adolescent gain in height mainly from increase in leg length, the idea of premature senescence in lines on bones, the relation of skin color to climate and the notion that girls have more active endocrine functions than boys. There will be a second edition of so helpful a book. That edition will meet even these critical thoughts.

T. WINGATE TODD
Western Reserve University and Brush Foundation, Cleveland

History Makers

DISEASE AND DESTINY, by Ralph H. Major, M.D. D. Appleton-Century. 338 pp. Price $3.50 postpaid of *The Survey*.

HOW disease has ended dynasties, undermined civilizations, and remade the map, both in the old world and the new, is the subject of a series of colorful chapters in which Dr. Major tells in turn the stories of plague, smallpox, malaria, yellow fever and a half dozen other scourges. The book is peopled with historical characters from Pericles to Lenin, whose destinies, the author believes, have been swerved by one or another of the malignant microbes. The record is enlivened with picturesque anecdotes. What makes it cheerful reading is that of the ten diseases that Dr. Major describes, eight have been wiped out wholly or are on their way to extinction in the more enterprising countries of the world. Of the two that remain one is hemophilia, the hereditary tendency to uncontrollable bleeding that has afflicted two of the royal houses of Europe; and what Dr. Major calls "the worst plague of all," syphilis, which in this country probably counts half a million new infections every year. In the chapter on syphilis Dr. Major centers his story on ancient and modern history and does not emphasize the fact that here too the application of tested public health and medical measures could greatly abate a disease that has gone unchecked so long largely because of the social stigma attached to it. There now seems reason to believe, from the experience in Massachusetts and other places where measures for treatment and control have been adopted, that syphilis also can be conquered. MARY ROSS

What Schools Need

EDUCATION IN A CHANGING WORLD, by W. B. Curry. W. W. Norton. 192 pp. Price $2 postpaid of *The Survey*.

THE militarists, the persistent professional patriots and William Randolph Hearst, will not receive this book kindly. The author states that "one main object should be the production of world citizens in place of patriots." He wishes to replace the general attitude that our "first duty is to the State" with the notion that our "first duty is to mankind," and he would abolish "all the orthodox methods of inculcating patriotism such as saluting the flag" and ". . . all institutions for the military training of the young."

The volume contains an excellent criticism of the teaching of history which, the author maintains, places its emphasis incorrectly on military exploits and is "untruthful in that events where other nations were concerned have been taught from a biased standpoint."

In his chapter on The Intellectual Climate, Mr. Curry takes numerous positions contrariwise to regular American school practice. He believes that contemporary issues and "dangerous" topics should not be excluded from the classroom; that "the school should encourage argument on every arguable question, and should deliberately provide opportunities and material for the study and discussion of the main social and political problems of the day"; that "children must be permitted to express quite freely any opinion whatever, however shocking and disastrous it may seem to their elders." He would treat religion under the heading of "instruction in controversial issues," taking the position that "religious instruction, as distinct from instruction about religion, is . . . incompatible with the scientific temper."

Mr. Curry deals frankly and directly with the question, "Does education prepare for life?" His answer is partly by comparison with traditional education: "The modern school differs from the traditional school precisely in differing less from ordinary life." He holds that

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the "only way to prepare for social life is to engage in social life." He would develop a school that made this possible.

This is a book in which the author gives full rein to his own prejudices, which are in general agreement with those of this reviewer. He presents little evidence, but for each point at issue he gives always interesting, often challenging, illustrations. The book is clearly written, non-technical, delightful to read and valuable for parents and professional educators alike.

ROBERT K. SPEER

School of Education,
New York University

Economic Inventory

WORLD ECONOMIC SURVEY, 1934-35. LEAGUE OF NATIONS. DISTRIBUTED THROUGH WORLD PEACE FOUNDATION. 300 pp. Price $2 postpaid of *The Survey*.

WORLD ECONOMIC SURVEY, 1934-35. 1934. LEAGUE OF NATIONS. DISTRIBUTED THROUGH WORLD PEACE FOUNDATION. 146 pp. Price $1.25 postpaid of *The Survey*.

THESE two volumes constitute a veritable mine of reliable descriptive and statistical information about, and lucid interpretation of, recent world economic trends. The present Survey is the fourth in the annual series prepared by Professor J. B. Condliffe, and, like its predecessors, is intended to afford an account of recent developments intelligible to the lay reader. If the latter finds it heavy going in places the fault is in the subject and not the treatment. The book represents an admirably thorough job of compression and clear exposition. No better general conspectus of world economic conditions during this confused period can be found elsewhere in the same compass. Economic and financial developments are traced to the end of July 1935. The movement in prices, the vicissitudes of agriculture and industrial production, the wage earner's position, the course of international trade and the problem of international equilibrium, currency, credit, banking and financial problems, receive detailed yet succinct examination in successive chapters, significant comparisons being drawn between the different countries. Numerous statistical tables, often accompanied by charts, support the statements in the text. Description and interpretation are skillfully blended and presented in a spirit of scientific impartiality. A 21-page chronology of the year's most important economic events forms a useful appendix.

World Production and Prices covers a longer span of years, but, being narrower in scope, goes into greater detail. For the specialist it is a basic source of information. Recent changes in world productive activity in different lines, agricultural and industrial, are carefully analyzed, and are supplemented by a comparative summary of changes in world trade and a review of significant price changes. The volume contains the League index of world primary production and the companion index of the quantum of world trade. Similar calculations relating to industrial activity and employment are also included. While the statistical framework covers the whole decade 1925-34, comment is mainly directed to developments during 1934 and the early months of 1935. A summary of the principal findings which emerge from the study prefaces the volume.

ARTHUR D. GAYER

Columbia University

A Doctor on Play

PLAY: RECREATION IN A BALANCED LIFE, by Austen Fox Riggs, M.D. Doubleday, Doran. 239 pp. Price $2.50 postpaid of *The Survey*.

THE importance of a balance between work and play as an essential to the happy life is the theme of this book. The fact that it was written by an eminent nerve specialist who has seen in hundreds of individual cases the disastrous results of the neglect of play gives weight to its pronouncements. No one will quarrel, we believe, with Dr. Riggs' definition of the function of play: "To balance life in relation to work, to afford a refreshing contrast to responsibility and routine, to keep alive the spirit of adventure and sense of humor and that sense of proportion which prevents taking oneself and one's job too seriously, and thus to avert the premature death of youth and not infrequently the premature death of the man himself." After discussing the nature of play and considering play for different ages, Dr. Riggs proves himself the physician by prescribing "rations" — the relative amounts of time which should be devoted to play. Varieties of play are considered, and some principles are laid down: the choice must be free from consideration of gain; the more it differs from a man's occupation the better; it should be something the individual is sure he likes.

A wide choice of play activity is spread before the reader. Hobbies are recommended: "In form the hobby resembles work but its spirit is that of play; it stands half way, one might say, between the two, and it may be the offspring of either." There is still another use of leisure, which for lack of a better term is called "incidental rest" —those spare unoccupied moments which occur delightfully and unexpectedly. There is, too, meditation, a use

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ABBIE CONDIT
National Recreation Association, New York City

Probation and Parole

THE SOCIAL WORKER IN THE PREVENTION AND TREATMENT OF DELINQUENCY, by Margaretta Williamson. Columbia University Press. 236 pp. Price $2.50 postpaid of *The Survey*.

THE function and administration of probation and parole are so often misunderstood that Miss Williamson's careful analysis and clear exposition of methods and procedures is very enlightening. While her book may have been intended primarily for professional groups concerned with delinquency, it might be consulted profitably by legislators, public officials, writers, lecturers or any interested laymen.

Miss Williamson indicates that the case work approach is the same to delinquents as to nondelinquents, although legal limitations make some modifications necessary. The acceptance of this idea may help to prevent segregation of agencies in the delinquency field from other case work agencies in the community.

Some of the factors upon which the success of probation and parole are dependent are clearly pointed out. For example, the careful selection of delinquents who can safely be allowed at large in the community depends to a large extent upon the intelligence and calibre of the judge. The willingness of employers to give an opportunity for employment to those on probation or parole is an absolute necessity if delinquents are to become readjusted to community life. Social services must also be available to delinquents who need them. Just as in many other fields of work, community attitudes and facilities have an important bearing upon the success or failure of probation and parole.

The analysis of positions in the preventive field indicates the necessity of clearer definition of the objectives of these agencies, and the division of labor between public and private organizations. The trite phrase "supplementing public services" is much too vague to be accepted any longer either by professional workers or by intelligent board members. The usefulness of Miss Williamson's book should not be limited to improving administrative organization and procedures but should serve to point out the possibilities as well as the limitations in this field and the need for more critical analysis if progress is to be made.

JANE M. HOEY
Washington, D. C.

Too Many Overheaders

WHO GETS THE MONEY? by Walter Rautenstrauch. Harper. 99 pp. Price $1 postpaid of *The Survey*.

THEORY: "Any program for national recovery to be successful must change the distribution of the national income among the different groups of people to workable proportions."

Distinction: "Producers" differ markedly from "overheaders."

Findings: Between 1917 and 1932, the ratio of overheaders' income to producers' income increased from .9 to 2.3. In 1917 the overheaders numbered 14,696,000 and got nearly one half the national payroll; in 1932 they numbered 16,852,000 and got two thirds of the national payroll. Farmers have suffered not only relatively but absolutely. Their average per capita income declined from $1020 in 1917 to $475 in 1932. Those increasing most in number and profiting most among the overheaders were government officials.

Villain: The "rise of the Great American Sucker."

Task: To get back to the 1917 basis, i.e., prosperity. To that end "we need (1) 12,300,000 more producers, and (2) no more overheaders, (3) an increase in the producers' income of 56 percent over its 1932 level, and (4) an increase in the farmers' income of 216 percent over its 1932 level."

Questions: (1) If true, how accomplish the necessary occupational shift? (2) Why did the number of overheaders increase if not in response to the demands of the market? (3) If income is spent in consumption does it make any difference whether overheaders or producers receive it? (4) Is it scientifically valid to compare a year of war prosperity with one of uttermost depression?

Recommendation: Invest an hour of your time as an overheader. Read the book.

THEODORE J. KREPS
Stanford University

The New Feminism

WOMEN AND A CHANGING CIVILIZATION, by Winifred Holtby. Longmans. 213 pp. Price $1.75 postpaid of *The Survey*.

THIS is not a book about women. It is a logical statement of why women, and men too, who believe in industrial freedom and in equality must fight for the retention of democracy and the development of peace, and for a rational philosophy of life which will not allow instinctive fears, memories, and traditions to rule.

The war generation knows little of women's struggle for the franchise and for freer entrance to the occupations. The very young who have come out of school and college since 1930 are stunned by the situation which meets them. For both these groups Miss Holtby presents a commonsense, long range, tolerant view of the struggle for the recognition of women as people. Her historical summary explains today's behavior toward women in terms of relics of the mystical fear of women found in primitive societies and reflected through the ages to Puritanism; of the convent's influence on the tradition that women employed in nondomestic occupations should be celibate; of chivalry and sacredness of motherhood as obstructing women in their attempt to earn a living wage.

Miss Holtby holds no defeatist philosophy. She makes a good case for women's political influence as indicated by the advances in public health, in educational opportunities, in housing and in domestic welfare since they were enfranchised. Her book is a brief exposition of the new feminism which is not feminism but socialized individualism—a philosophy having social welfare as its goal, which considers individuals as individuals and not primarily as members of this or that race, sex or status and which allows individual ability, rather than social tradition, to determine where and how each individual may make his economic contribution.

CHASE GOING WOODHOUSE
Institute of Women's Professional Relations, Connecticut College

The Parental State

LAW OF GUARDIAN AND WARD, by Hasseltine Byrd Taylor. University of Chicago Press. 194 pp. Price $1.50 postpaid of *The Survey*.

PROBLEMS concerning the relationship of guardian and ward are of constant concern to social workers, as they arise through the juvenile courts and children's institutions and agencies. Hasseltine Byrd Taylor, as a social worker in the Woman's Court of Chicago, and as a deputy clerk in the Court of Domestic Relations, has had an unusual opportunity to study at first hand this neglected subject in the legal and social field. In this monograph, she points out that while the super-parental authority of the state has been recognized increasingly in child labor legislation, compulsory school attendance laws and so on, basic laws relating to guardianship have remained largely unchanged.

The study gives a brief history of the law of guardianship, and a helpful sum-

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mary of the present statutes. It points out that in failing to modernize guardianship administration, we have ignored the change on the part of the state from a passive to an active role, and the development of the professional service of social case work for investigation, diagnosis, and treatment. Local courts have not been equipped by law with facilities for making social decisions, so needed in questions of proper guardianship.

The author believes that, because of the present great interest in the field of child welfare, this is an opportune time to arouse public interest in improving the law and the administration of guardianship. She makes a number of recommendations, with special emphasis on the need for uniform legislation. The monograph is valuable as a reference book on this neglected question.

HELEN GLENN TYSON

Pittsburgh, Pa.

Facts and Good Sense

DIAGNOSTIC CRIMINOLOGY, by Lowell S. Selling, M.D. Edwards Brothers, Inc. 175 pp. Edition limited to 350 copies. Price $2.25 postpaid of *The Survey*.

THIS little lithoprinted handbook by Selling, who was formerly with the Illinois State Criminological Service, is pleasantly written and full of common sense. Methods of examination of the adult offender are considered in sixteen pages while seventy pages are devoted to instructions in examining juvenile offenders. The author gives considerable attention to what he calls syndromes. As these we find easy diagnoses—the spoiled, over-protected, inferior, superior, misunderstood, dominated child and several other varieties of "syndromes." One might cavil about the importance of these classifications for the deeper issues of psychiatry, but after all they represent a lot of good sense. The author is not so concerned with the presenting symptoms of delinquency as he is with some of the underlying facts. The fundamental dynamic factors on the whole receive scant attention, although Selling in some of his recommendations stands for more psychiatric investigation and even for psychoanalysis. His recommendations in general are essentially those a probation officer or a social agency would make.

A sense of humor is shown in the pseudonyms given to his cases: Gumboil, Snoozy, Piffle—the egocentric personality, and so on. The chapter, Historical Introduction, seems, at least in parts, rather unnecessary in such a handbook. Professional psychiatrists will find the work too scanty to be of much service but the social worker may well be interested in its contents.

Boston WILLIAM HEALY, M.D.

DIRECTORY OF SOCIAL ORGANIZATIONS

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Child Welfare

CHILD WELFARE LEAGUE OF AMERICA—C. C. Carstens, director, 130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also co-operates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worth-while results in phase of child welfare in which they are interested.

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RUSSELL SAGE FOUNDATION—For the Improvement of Living Conditions—Shelby M. Harrison, Director; 130 E. 22nd St., New York. Departments: Charity Organization, Delinquency and Penology, Industrial Studios, Library, Recreation, Remedial Loans, Statistics, Social Work Year Book, Surveys and Exhibits. The publications of the Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Vocational Counsel and Placement

JOINT VOCATIONAL SERVICE, INC.—Offers vocational information, counsel, and placement in social work and public health nursing. Non-profit making. Sponsored as national, authorized agency for these fields by American Association of Social Workers and National Organization for Public Health Nursing, 130 E. 22nd St., New York City.

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National Conference

NATIONAL CONFERENCE OF SOCIAL WORK—Very Rev. Msgr. Robert F. Keegan, President, New York; Howard R. Knight, Secretary, 82 N. High St., Columbus, O. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting, and issues a quarterly Bulletin. The sixty-third annual convention of the Conference will be held in Atlantic City, N. J., May 24-30, 1936. Proceedings are sent free of charge to all members upon payment of a membership fee of $5.

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Is your organization listed in the Survey's Directory of Social Agencies? If not—why not?

Run of the Shelves

LEGAL AID BUREAUS, A MANUAL OF PRACTICE, by John S. Bradway. Public Administration Service Publications, Number 47. 80 pp. Price $1 from the Service, 850 East 58 Street, Chicago.

THE secretary of the National Association of Legal Aid Organizations here presents the collated experience of legal aid bureaus in cities throughout the country in giving practical day-to-day service. The manual, called the first practical description of legal aid work, discusses the relation of that work to the Bar and to social workers.

THE DEVELOPMENT OF POOR RELIEF LEGISLATION IN KANSAS, by Grace A. Browning and Sophonisba Breckinridge. University of Chicago Press. 157 pp. Price $1.50 postpaid of *The Survey*.

A STUDY of poor laws and their development in a midwestern agricultural state, typical of the plains states in having the assorted mistakes of older states built into its statutory laws, but somewhat atypical in being hospitable to the substitution of laws more in accord with modern public welfare thought. Supplementary appendices of court decisions are included.

A MARRIAGE MANUAL, by Hannah M. Stone, M.D., and Abraham Stone, M.D. Simon and Schuster. 334 pp. Price $2.50 postpaid of *The Survey*.

OUT of their experience in research in the field of sex and in the application of scientific knowledge in medical practice and marriage counselling, Drs. Hannah and Abraham Stone have written this "practical guidebook to sex and marriage." Its arrangement is at once practical and lucid—a series of questions that people ask or would ask if they were intelligent and courageous enough to do so—with simple and explicit answers, supplemented by an excellent index and a bibliography.

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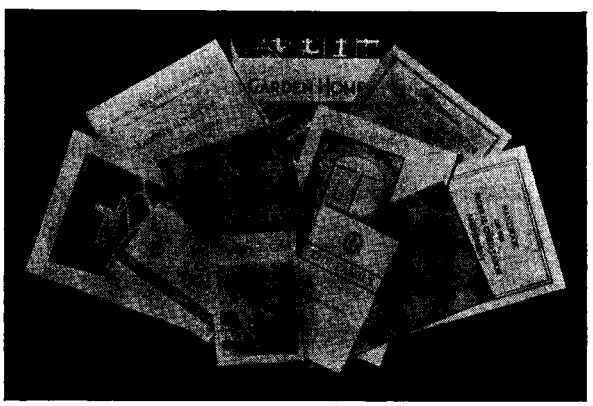

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